Public Service Commission of Canada

Commission de la fonction publique du Canada

PUBLIC SERVICE COMMISSION

2014-2015

ANNUAL REPORT

Canada

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The Public Service Commission of Canada,
22 Eddy Street, Gatineau, Quebec
K1A 0M7

cfp.infocom.psc@cfp-psc.gc.ca

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ANNUAL REPORT
2014-2015

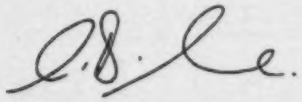
Minister of Public Services and Procurement
House of Commons
Ottawa, Ontario K1A 0A6

Dear Minister:

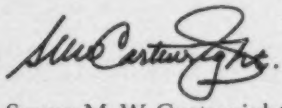
We have the honour of asking you to transmit for tabling in Parliament the Report of the Public Service Commission of Canada for the 2014-2015 fiscal year.

It is submitted in accordance with section 23 of the *Public Service Employment Act*, (S.C. 2003, c. 22, ss.12 and 13).

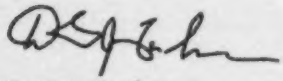
Yours sincerely,



Christine Donoghue,
Acting President



Susan M. W. Cartwright,
Commissioner



D. G. J. Tucker,
Commissioner

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A MESSAGE FROM THE COMMISSIONERS

We are pleased to present the 2014-2015 Annual Report of the Public Service Commission (PSC).

The mandate of the PSC is to promote and safeguard merit-based appointments and, in collaboration with other stakeholders, to protect the non-partisan nature of the public service. Under the delegated staffing system set out in the *Public Service Employment Act* (PSEA), the PSC fulfills its responsibilities by providing policy guidance and expertise, conducting effective oversight, delivering innovative staffing and assessment services, and reporting to Parliament on the performance of the staffing system and non-partisanship in the public service.

For more than 100 years, non-partisanship has been a cornerstone in building and sustaining a professional public service. The PSC is committed to upholding the principle of political impartiality in the public service in accordance with the PSEA, which recognizes the right of public servants to engage in political activities, in a manner consistent with their responsibilities. We have a proactive program which provides guidance and tools to engage employees and help them make informed decisions about participating in political activities. The PSC has the sole authority to grant permission to employees who wish to seek elected offices at any level of government. The PSC grants permission only if it is satisfied that the employee's ability to perform their duties in a politically impartial manner will not be impaired or be perceived as being impaired.

The PSC is also dedicated to working with departments and agencies to recruit and hire employees with the skills and competencies needed in an innovative and collaborative public service. We are encouraged by the commitment made in the Twenty-Second Annual Report of the Clerk of the Privy Council and Head of the Public Service, to reinvigorate recruitment. In concert with departments and agencies, the PSC conducted extensive promotion of recruitment at career fairs and information sessions across Canada. We are pleased to note that there was a 7.3% increase in student hires this year, and that hiring of post-secondary graduates also increased. However, the number and proportion of employees under the age of 35 continued to decline in 2014-2015. The PSC will pursue the monitoring of this demographic trend, which could have an impact on the future composition of the public service.

The PSC leveraged its expertise and technology to modernize its staffing and assessment services. These innovations provide significant benefits by increasing access to public service jobs and supporting more effective and efficient recruitment. For instance, we have expanded the use of internet-based testing which allows persons with disabilities to take exams in their homes using their own adaptive technologies. External and internal recruitment were also consolidated at jobs.gc.ca, providing applicants with a single portal through which they have access to all public service job opportunities. Other innovations, such as creating pools of available qualified candidates, allow organizations to use their resources more efficiently and to staff in a more timely manner.

Together with deputy heads, hiring managers and human resources advisors, the PSC has now accumulated nearly 10 years of experience with the fully delegated staffing system introduced in 2005. In that context, our approach to oversight has also evolved. Delegation agreements with deputy heads have been simplified. Monitoring based on self-assessment by organizations has been streamlined to reduce the reporting burden. The PSC also adapted its approach to auditing small and micro organizations to take into account the size, level of risk and the particular context of these organizations.

We believe that the staffing system is functioning effectively and continues to improve over time. As the staffing system and the capacity within delegated departments and agencies matures, the PSC needs to ensure that the staffing system responds effectively within a complex and rapidly changing environment. In 2014-2015, the PSC completed a comprehensive review of its policy and oversight frameworks and developed proposals to streamline requirements, ensure that oversight is calibrated to risk and simplify staffing to be more responsive to evolving demands. The PSC has engaged stakeholders on the proposals and is looking forward to continuing this dialogue in 2015-2016.

Achieving a high-performing public service requires that we build on the strengths of the staffing system and that deputy heads be fully enabled to exercise their authorities under the PSEA. Our oversight activities have demonstrated the overall integrity of the staffing system and we are confident that deputy heads and their organizations can manage and monitor their own staffing systems. In order to ensure that public service staffing remains merit-based and non-partisan, the PSC intends to devote greater efforts to reaching out to organizations through our policy guidance and advice and support services to enable them to customize their approaches to staffing based on their specific operational needs, staffing challenges, and related risks.

A modern, efficient and effective staffing system will help to ensure that the workforce of the future has the skills and competencies to deliver results for Canadians. We look forward to working in collaboration with Parliamentarians, as well as our partners and stakeholders, so that Canadians will continue to benefit from a professional and non-partisan public service.

EXECUTIVE SUMMARY

The mandate of the Public Service Commission (PSC) is to promote and safeguard merit-based appointments and, in collaboration with other stakeholders, to protect the non-partisan nature of the public service. The PSC reports on its mandate to Parliament.

Under the delegated staffing system set out in the *Public Service Employment Act* (PSEA), the PSC fulfills its mandate by providing policy guidance and expertise, as well as by conducting effective oversight. In addition, the PSC delivers innovative staffing and assessment services.

On behalf of the Commission, the President has had the opportunity to meet with Parliamentary committees to discuss the PSC's work in areas such as its main estimates, non-partisanship, employment equity, the hiring of Canadian Armed Forces' veterans and priority administration. The Commission looks forward to continuing to engage Parliamentarians in a productive dialogue.

Health of the staffing system

The PSC is ultimately accountable to Parliament for the overall integrity of the staffing system, while deputy heads are accountable to the PSC for how delegated authorities are exercised in their organizations. As a result, both deputy heads (and the managers and HR teams they lead) and the PSC are responsible for the overall success of the staffing system.

The PSC assures itself of the integrity of the staffing system through its oversight framework (comprised of monitoring, audits and investigations), as well as its regulatory authority and policy-setting function. In 2014-2015, as in the past few years, the PSC has observed that, for the most part, organizations have put the key elements in place for effective management of staffing and their performance in this area has consistently continued to improve.

Given the maturation of the staffing system in the public service, the PSC recognizes that it is organizations themselves that are now best positioned for timely detection and correction of staffing issues, and expects them to do so. To support organizations in this shift, the PSC will continue to develop new tools and approaches that better respond to the varied needs of organizations.

Ensuring a non-partisan public service and safeguarding political impartiality

Non-partisanship is essential to a professional public service and the Westminster model of government, as well as being a pillar of the PSEA. Under the Act, the PSC has several specific responsibilities. First, the PSC is responsible for ensuring that staffing decisions under the PSEA are free from political influence.[1] The PSC has the exclusive authority to investigate allegations of political influence in staffing. Information on PSC investigations may be found in Chapters 3 and 4 of this report.

The PSC also administers the provisions of the PSEA related to political activities of public service employees. However, the broad responsibility for safeguarding non-partisanship rests with all public servants, including deputy heads and senior managers. The PSEA recognizes the right of an employee to engage in any political activity, so long as it does not impair, or is not perceived as impairing, their ability to perform their duties in a politically impartial manner.

To support its mandate related to political activities by public servants, the PSC plays three roles. First, the PSC provides guidance to federal public servants regarding their legal rights and responsibilities related to political activities. Second, it renders decisions regarding permission to seek nomination and be a candidate in federal, provincial, territorial and municipal elections, as well as a leave of absence without pay, if applicable. Third, the PSC has exclusive authority to conduct investigations into allegations that employees or deputy heads have engaged in improper political activity. If the investigation establishes that there was improper political activity, the Commission may take any corrective action that it considers appropriate.[2]

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[1] This excludes Governor in Council appointments, which are made by the Governor General on the advice of the Queen's Privy Council for Canada (i.e. the Cabinet), as well as appointments in the five organizations whose enabling legislation stipulates that only the political activities provisions of the PSEA apply to their employees.

[2] If an allegation of improper political activity against a deputy head is substantiated, the Commission shall report its conclusion to the Governor in Council, who may dismiss the deputy head. This does not apply to deputy heads whose removal from office is expressly provided for by an Act of Parliament.

The most recent Survey of Staffing collected data from questions related to political activities, including employee participation in non-candidacy political activities and their degree of awareness of, and the extent to which their organization keeps them informed of, their legal rights and responsibilities regarding political activities. Analysis of this data showed that the level of employee awareness of their legal rights and responsibilities is positively correlated to their accumulated experience within the federal public service. The data further revealed that participation in non-candidacy political activities tends to decline gradually with employee tenure within the federal public service. In 2015-2016, the PSC will focus outreach activities to new employees with fewer years of experience in the federal public service, to help them understand their legal rights and responsibilities related to political activities.

In 2014-2015, the PSC received 133 requests related to candidacy permission from public servants, the second consecutive year in which the PSC has received more than 100 requests. A total of 46 requests were received at the federal level; of those 25 represent requests from employees seeking permission, the balance relate to amending permissions previously granted. All decisions rendered by the Commission respected the 30-day requirement prescribed in the *Political Activities Regulations*.

Hiring and staffing in the public service

The overall PSEA population[3] increased by 0.1% from March 2014 to March 2015, following three consecutive years of decline. The overall population decreased by 9.9% from March 2011 to March 2015.

Hiring and staffing activities increased by 15.3% in 2014-2015, following an increase of 11.7% in 2013-2014. Nevertheless, most types of activities this year remained below levels observed in 2011-2012.

The number of hires to the public service increased in most regions and across all tenures compared to 2013-2014 and, with the exception of casual hires, remained below 2011-2012 levels:

- Indeterminate hiring increased by 50.5% in 2014-2015, following an increase of 31.1% in 2013-2014;
- Term hiring increased by 26.9% in 2014-2015, following an increase of 20.8% in 2013-2014;
- Casual hiring increased by 10.1% in 2014-2015, following an increase of 17.7% in 2013-2014; and
- Student hiring increased by 7.3% in 2014-2015, following an increase of 8.6% in 2013-2014.

In 2014-2015, there were 11 146 student hires, 7.3% more than in the previous year (10 386) but lower than the levels observed in 2011-2012 (13 099 hires). The number and proportion of employees under the age of 35 continued to decline in 2014-2015, despite the increase in appointments of new indeterminate employees from this age group. Employees under the age of 35 accounted for 16.0% of all indeterminate employees in March 2015, compared to 17.0% in March 2014 and 21.4% in March 2010, when the proportion reached a peak.

[3] The PSEA population includes active employees in departments and agencies under the exclusive appointment authority of the PSC (employees of departments and agencies named in Schedule I, most of the agencies in Schedule IV and some agencies in Schedule V to the *Financial Administration Act*). This does not include separate agencies such as the Canada Revenue Agency, the Canadian Food Inspection Agency and Parks Canada.

Priority Administration

The PSC's Priority Administration Program supports the referral and placement of persons with a priority for appointment in the public service, as outlined in the PSEA and the *Public Service Employment Regulations*. Under this legal framework, persons who meet specific conditions have a right, for a specified or indeterminate period of time, to be appointed to positions for which they are qualified (see Appendix 6 for a list of priority types). The Priority Administration Program helps public service organizations meet staffing needs while retaining employees with valuable knowledge, skills and experience in whom departments, agencies, and the Canadian Armed Forces (CAF) have already invested.

Starting in 2011-2012, the PSC made enhancements to facilitate the placement of persons with a priority for appointment across the public service at a time when many organizations were reducing the size of their workforce. From the relatively stable base population of 1 600 to 1 800 persons with a priority entitlement seen in previous years, the number of persons registered in the Priority Information Management System (PIMS) rose to a high of 2 954 on December 27, 2012. Since that time, levels have almost normalized, with the population of persons with a priority entitlement at 2 064 as of March 31, 2015. In the three years prior to March 31, 2015 public service organizations made extensive use of the Priority Administration Program to meet their staffing needs. A total of some 2 894 persons with a priority entitlement (all types) were appointed to positions in the public service. Additionally, 966 persons were appointed to lower-level positions.

In the period 2012-2014, the majority of priority appointments were of public servants whose jobs had been declared surplus, and whose entitlement preceded all others under the PSEA (see Appendix 6 for a list of priority types). There were therefore, only 31 priority appointments of former CAF/RCMP members in 2012-2013, and 43 in 2013-2014.

The Minister of Veterans Affairs introduced Bill C-27, the *Veterans Hiring Act*, in Parliament to address this situation. The Bill received Royal Assent on March 31, 2015. As a result, qualified veterans who are medically released due to a service-related injury or illness will receive a top statutory priority, with an entitlement period of five years. The regulatory entitlement for medically released former members of the CAF whose release is not attributable to service will also be extended from two years to five years.

The *Veterans Hiring Act* also contains two other mechanisms to support the hiring of veterans and current members of the CAF with at least three years of military service — a five-year preference for appointment in advertised external appointment processes (jobs that are open to the Canadian public), and a mobility provision allowing veterans and current CAF members to participate in all advertised internal hiring processes for five years after their release from the CAF.

The PSC is working closely with the Department of National Defence and Veterans Affairs Canada to ensure that those affected by the changes are aware of the new provisions. The PSC is also working with the Office of the Chief Human Resources Officer, the Privy Council Office and the Canada School of Public Service to support the implementation of the new Act. In addition, enhancements made to the PSC Priority Administration Program over the previous two years, such as those to the policy framework and PIMS, will further support the referral and placement of medically released CAF personnel.

Innovation

As a leader in developing and providing innovative staffing and assessment services, the PSC continued to enhance and modernize its services to departments and agencies. Policies, processes, tools and services are being created and enhanced to promote the effective engagement of job seekers, to support HR advisors and managers and to ensure the quality of appointments to the public service.

In 2014-2015, departments and agencies increased their use of PSC Unsupervised Internet Testing (UIT). The volume of PSC UIT increased by 56%, from 26 765 in 2013-2014 to 41 737 in 2014-2015. UIT is a cost-effective method of assessment to identify qualified candidates, improve the quality of hires and reduce barriers for persons with disabilities by allowing them to take exams from home using their own adaptive technologies.

E-testing refers to both PSC UIT and PSC on-line assessments administered under supervised conditions at selected computer facilities in PSC regional offices or in other departments and agencies. In 2014-2015, the PSC continued to increase e-testing capacity, with over 500 facilities now in place and close to 1 500 certified public service employees across Canada and abroad qualified to administer e-tests. There has been a steady increase in on-line supervised tests, which now represent 58% of all PSC supervised tests administered, a 4% increase compared to 2013-2014. The volume of PSC UITs increased by 56% from 26 765 in 2013-2014 to 41 737 in 2014-2015. E-tests, whether supervised or unsupervised, now account for 72% of all standardized tests administered by the PSC.

Outreach

In 2014-2015, more than 340 outreach activities were conducted across Canada to provide information on PSC programs, systems, assessment tools and services to the HR community, hiring managers, employees, and the public. Approximately one third of these activities focused on outreach to support the renewal of the public service, by providing targeted information to students, new graduates and members of employment equity and official languages minority groups. Example of outreach activities include:

- In partnership with the Human Resources Council, the PSC developed and delivered a Staffing SmartShop with approximately 300 participants to discuss assessment practices that promote the effective use of the provisions of the PSEA, as well as identifying those that might create barriers.
- The PSC increased its presence with academic institutions across Canada by participating in 58 career fairs and delivering 37 information sessions. To promote careers in the public service, the PSC partnered with Deputy Minister University Champions and several federal organizations. Hiring managers participated with the PSC in career fairs to promote a wide range of public service job opportunities, such as laboratory technologists, research scientists and procurement officers.

Conclusion

In 2014-2015, the PSC continued to meet its fundamental responsibilities of providing independent oversight and assurance to Parliament on the health of the staffing system and the non-partisan nature of the public service.

The PSC refined its policies and policy instruments, assessment services and staffing and recruitment programs and systems to better respond to the current and future needs of departments and agencies in a changing environment.

The PSC completed a comprehensive review of its policy and oversight frameworks and drafted a revised appointment policy, delegation instrument and oversight model. The goals of the review were to streamline requirements, ensure that oversight is calibrated to the risks in the system and, more generally, simplify staffing. The PSC has begun consultations on the proposed models with stakeholders (including departments and agencies, central agencies and bargaining agents), and is looking forward to continuing this dialogue in 2015-2016.

CHAPTER 1

Staffing activity under the *Public Service Employment Act*

Highlights

- Although the population under the *Public Service Employment Act* increased by 0.1% in 2014-2015, the overall size of the population decreased by 9.9% from March 2011 to March 2015.
- Hiring and staffing activities increased by 15.3% in 2014-2015, following an increase of 11.7% in 2013-2014. Nevertheless, most types of activities this year remained below levels observed in 2011-2012.
- The number of hires to the public service increased in most regions and across all tenures compared to 2013-2014 and, with the exception of casual hires, remained below 2011-2012 levels:
  - Indeterminate hiring increased by 50.5% in 2014-2015, following an increase of 31.1% in 2013-2014;
  - Term hiring increased by 26.9% in 2014-2015, following an increase of 20.8% in 2013-2014;
  - Casual hiring increased by 10.1% in 2014-2015, following an increase of 17.7% in 2013-2014; and
  - Student hiring increased by 7.3% in 2014-2015, following an increase of 8.6% in 2013-2014.
- In 2014-2015, there were 11 146 student hires, 7.3% more than in the previous year (10 386) but lower than the levels observed in 2011-2012 (13 099 hires).
- The number and proportion of employees under the age of 35 continued to decline in 2014-2015, despite the increase in appointments of new indeterminate employees from this age group. Employees under the age of 35 accounted for 16.0% of all indeterminate employees in March 2015, compared to 17.0% in March 2014 and 21.4% in March 2010, when the proportion reached a peak.
- The rate of movement (mobility rate) for indeterminate appointments to, and staffing activities within, the public service increased in 2014-2015 for a second year but remains lower than in 2011-2012.
- Hiring increased by 16.4% in the National Capital Region but was still 6.9% below the 2011-2012 levels, while hiring increased by 13.9% in other regions but was 2.0% below the 2011-2012 levels.

1.1 This chapter provides an overview of hiring and staffing activities[4] in departments and agencies under the *Public Service Employment Act* (PSEA) during fiscal year 2014-2015. The review of overall hiring to the public service[5] is followed by a more focused review of the staffing of indeterminate positions, length of time for which positions are advertised, data related to National Area of Selection, previous public service work experience, use of non-advertised appointments, official languages and employment equity (EE). The Public Service Commission (PSC)'s on-going studies are also discussed.

Overall public service hiring and staffing activities

1.2 The overall PSEA population[6] increased by 0.1% from March 2014 to March 2015, following three consecutive years of decline. The overall population decreased by 9.9% from March 2011 to March 2015.

1.3 Hiring to, and staffing activities within, the public service increased for a second year in a row, in contrast to the decline that characterized the previous four fiscal years. Despite these recent increases, most types of hiring and staffing activities in 2014-2015 remained below the levels observed in 2011-2012.

1.4 Total hiring and staffing activities increased by 15.3% to 83 632 in 2014-2015, compared to 72 527 in 2013-2014, 64 925 in 2012-2013, and 92 852 in 2011-2012. The rate of mobility of indeterminate employees to and within the public service increased to 24.9% in 2014-2015, up from 20.6% in 2013-2014 and 18.1% in 2012-2013 but below the rate of 27.1% in 2011-2012.

1.5 There was an increase in external advertisements for public service jobs in 2014-2015 compared to 2013-2014. In 2014-2015, the PSC handled 357 865 employment applications, 12.1% fewer than in 2013-2014, in response to 2 131 external advertisements, which increased by 12.2%. The number of applicants also decreased by 18.7%, from 228 417 in 2013-2014 to 185 641 in 2014-2015.

1.6 The most recent Survey of Staffing data from 2013 reveals that 19% of public servants participated in advertised or non-advertised staffing processes for term or indeterminate appointments in 2013. This proportion increased from 15% in 2012 and is below the proportion of 25% in 2011.

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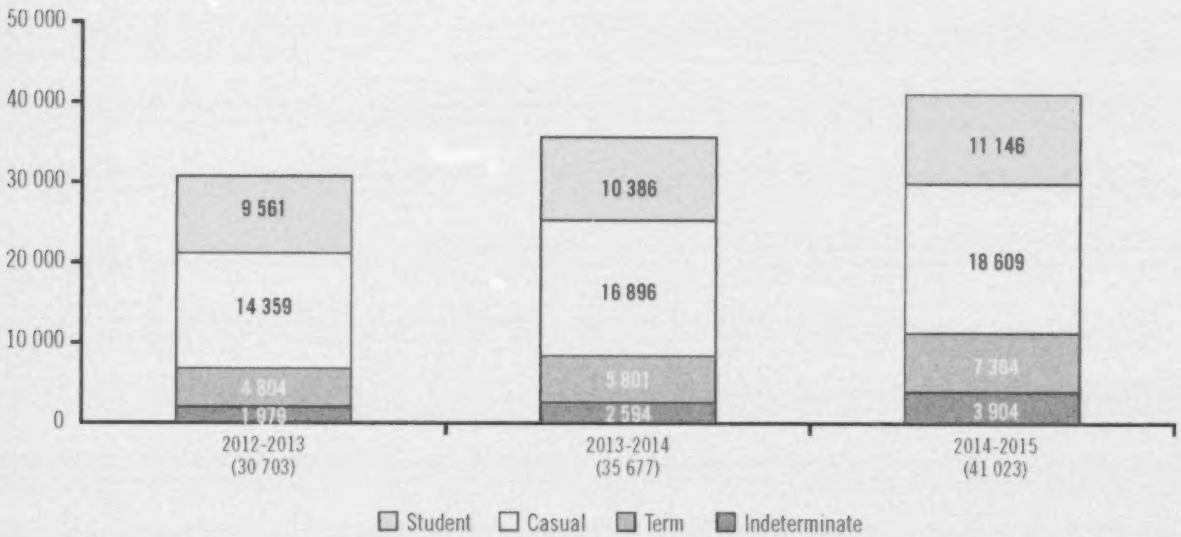
[4] To foster greater consistency in the interpretation of terms used by human resources advisors and managers, the PSC created an on-line lexicon which can be found on the PSC Web site.

[5] This includes indeterminate, term, casual and student hiring.

[6] The PSEA population includes active employees in departments and agencies under the exclusive appointment authority of the PSC (employees of departments and agencies named in Schedule I, most of the agencies in Schedule IV and some agencies in Schedule V to the *Financial Administration Act*). This does not include separate agencies such as the Canada Revenue Agency, the Canadian Food Inspection Agency and Parks Canada.

1.7 Figure 1 shows that all types of hiring increased in 2014-2015. Overall, there were 15.0% more hires into the public service in 2014-2015 (41 023) compared to 2013-2014 (35 677). Following two consecutive years of increase, hires in 2014-2015 were 4.2% below the 2011-2012 hires (42 828). Indeterminate hiring increased proportionally more than hiring of terms, casuals or students. There were 3 904 indeterminate hires in 2014-2015, 50.5% more than in 2013-2014 (2 594). Nevertheless, there were 26.9% fewer indeterminate hires in 2014-2015 than in 2011-2012 (5 343). Indeterminate hiring accounted for 9.5% of all hires in 2014-2015, compared to 7.3% in 2013-2014 and 6.4% in 2012-2013. Term hiring increased by 26.9%, from 5 801 in 2013-2014 to 7 364 in 2014-2015. Term hiring accounted for 18.0% of all hires in 2014-2015, compared to 16.3% in 2013-2014 and 15.6% in 2012-2013.

Figure 1: Hiring activities under the *Public Service Employment Act*, by tenure and fiscal year



Source: Public Service Commission hiring and staffing activities files

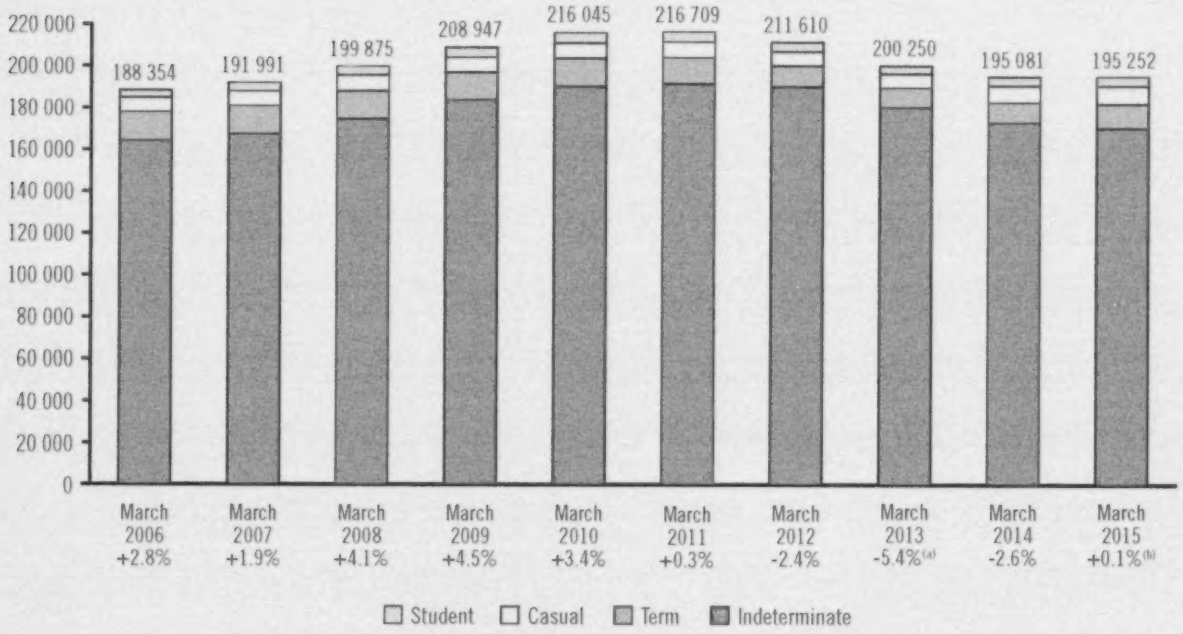
1.8 Indeterminate employment is defined as employment of no fixed duration, whether part-time, full-time or seasonal. Term employment is defined as employment of a fixed duration, whether part-time or full-time. Casual employment is a short-term employment option, normally for no more than 90 days in a calendar year, and which is excluded from certain provisions of the PSEA. Students are persons appointed under the *Student Employment Programs Participants Exclusion Approval Order* and the *Student Employment Programs Participants Regulations* in a program designated by the Treasury Board as a student employment program.

1.9 Student hiring increased by 7.3% in 2014-2015 (11 146) compared to 2013-2014 (10 386), and remained below the levels observed in 2011-2012 (13 099). Student hiring accounted for 27.2% of all hiring to the public service in 2014-2015, compared to 29.1% in 2013-2014.

1.10 Casual hiring increased by 10.1% in 2014-2015 (18 609) compared to 2013-2014 (16 896), and was above the levels observed in 2011-2012 (16 275). Casual hiring represented 45.4% of all hiring in 2014-2015, compared to 47.4% in 2013-2014.

1.11 The PSEA population remained relatively stable, growing by 0.1% from 195 081 in March 2014 to 195 252 in March 2015. As illustrated in Figure 2, the PSEA population in March 2015 was 9.9% lower than in March 2011.

Figure 2: *Public Service Employment Act* population, by year, tenure and year-over-year change (%)



Source: Public Service Commission population files

(a) The decrease in 2013 was partly offset by the transfer to Shared Services Canada of approximately 850 employees previously employed in non-PSEA organizations. Had it not been for this transfer, the PSEA population would have declined by 5.8% that year.

(b) The increase in 2015 resulted in part from the transfer of approximately 200 individuals previously employed outside the PSEA to the Administrative Tribunals Support Service of Canada and to the Police Operations Support (PO) group at the Royal Canadian Mounted Police.

1.12 Hiring increased in most regions in 2014-2015. Hiring in the National Capital Region (NCR) increased by 16.4%, but was still 6.9% below the 2011-2012 levels. Hiring in other regions increased by 13.9%, but was 2.0% lower than in 2011-2012. Hiring in the NCR accounted for 44.1% of all hiring in 2014-2015, up from 43.6% in 2013-2014. Figure 3 presents hiring and population figures at provincial and territorial levels in 2014-2015.

1.13 Five occupational groups accounted for 46.7% of all hiring in 2014-2015: Clerical and Regulatory, Administrative Services, Program Administration, Economics and Social Science Services and General Labour and Trades. The proportion of all hiring represented by these groups ranged from 41.4% to 46.7% over the last five years.

Figure 3: Hiring activities and population under the *Public Service Employment Act*, by geographic area

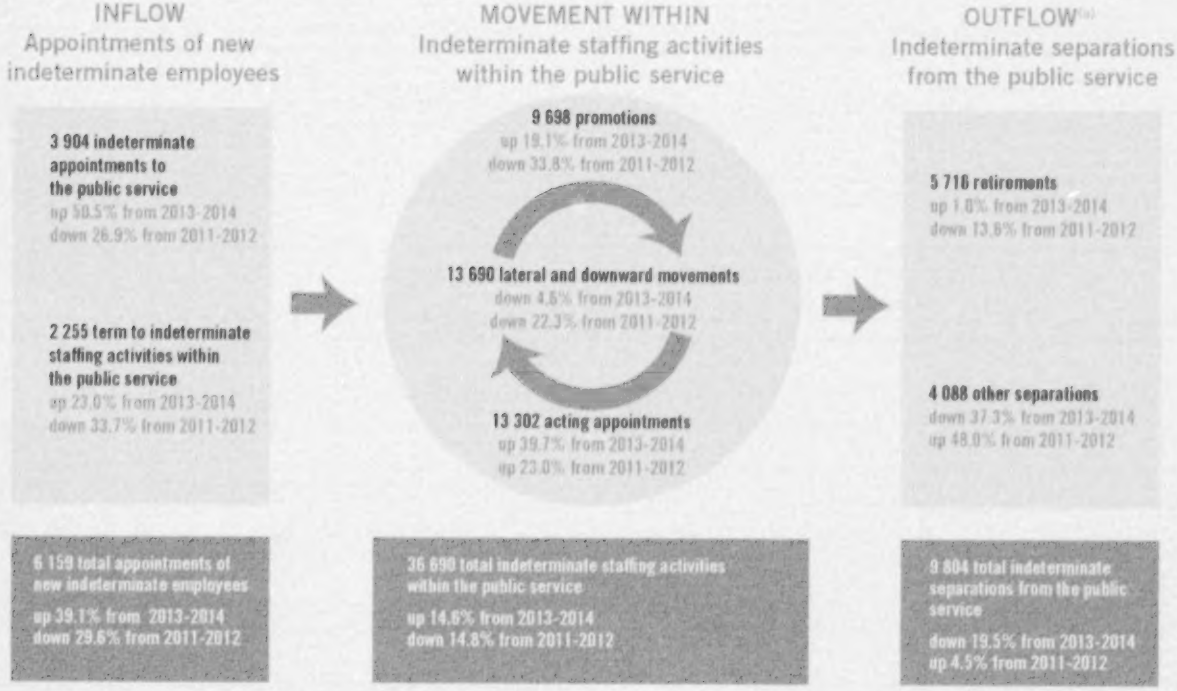
Source: Public Service Commission hiring and staffing activities files and population files

Note: Totals for hiring activities to the public service and population include indeterminate and term employees, as well as casual workers and students.

Movement of indeterminate employees

1.14 Figure 4 shows an increase of movement of indeterminate employees to and within the public service in 2014-2015, and shows a decrease in the number of separations of indeterminate employees. As there were more departures than appointments to indeterminate positions, the indeterminate population decreased by 1.4% (2 484), from 173 083 in March 2014 to 170 599 in March 2015.

Figure 4: Indeterminate staffing activities to and within the public service and indeterminate separations under the *Public Service Employment Act*, contributing to movement of indeterminate employees for fiscal year 2014-2015


INFLOW
Appointments of new indeterminate employees
MOVEMENT WITHIN
Indeterminate staffing activities within the public service
OUTFLOW[a]
Indeterminate separations from the public service
3 904 indeterminate appointments to the public service
up 50.5% from 2013-2014
down 26.9% from 2011-2012
2 255 term to indeterminate staffing activities within the public service
up 23.0% from 2013-2014
down 33.7% from 2011-2012
9 698 promotions
up 19.1% from 2013-2014
down 33.8% from 2011-2012
13 690 lateral and downward movements
down 4.6% from 2013-2014
down 22.3% from 2011-2012
13 302 acting appointments
up 39.7% from 2013-2014
up 23.0% from 2011-2012
5 716 retirements
up 1.0% from 2013-2014
down 13.6% from 2011-2012
4 088 other separations
down 37.3% from 2013-2014
up 48.0% from 2011-2012
6 159 total appointments of new indeterminate employees
up 39.1% from 2013-2014
down 29.6% from 2011-2012
36 690 total indeterminate staffing activities within the public service
up 14.6% from 2013-2014
down 14.8% from 2011-2012
9 804 total indeterminate separations from the public service
down 19.5% from 2013-2014
up 4.5% from 2011-2012

Source: Public Service Commission hiring and staffing activities, and separations files

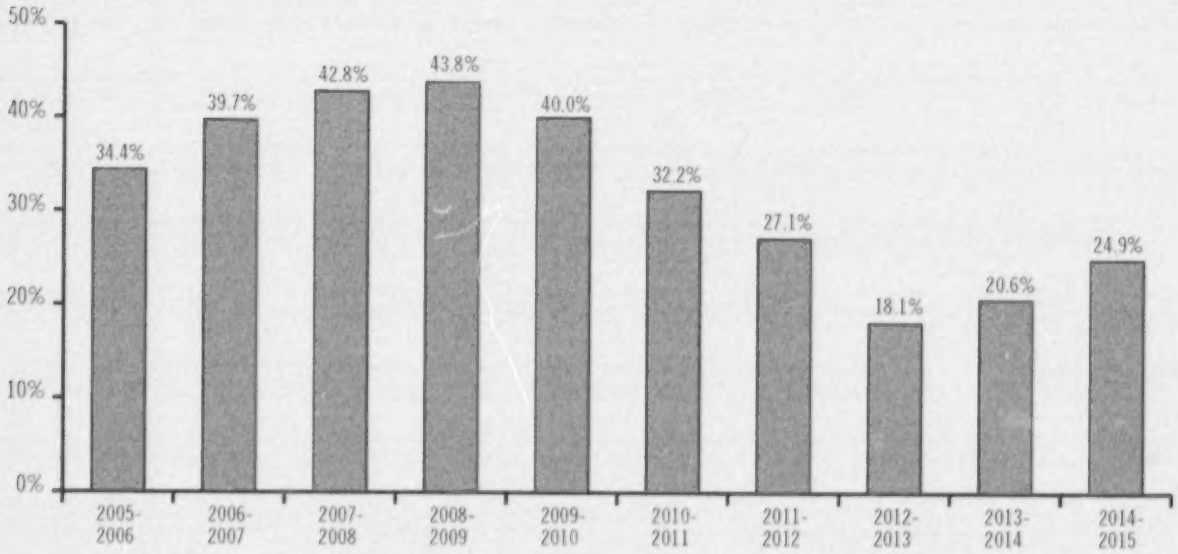
[a] Individuals who left the public service as part of Spending Review 2012 are reported under other separations.

Note: Promotions and lateral and downward movements within the public service include appointments of persons with a priority entitlement to indeterminate positions. Lateral and downward movements include deployments and appointments of persons with a reinstatement priority entitlement that does not end the priority entitlement. Acting appointments of less than four months are excluded.

Inflow includes movements from non-*Public Service Employment Act* (PSEA) organizations such as the Canada Revenue Agency. Outflow does not include interorganizational movements within the PSEA, but does include movements to organizations outside the PSEA universe.

1.15 The rate of movement, also referred to as the mobility rate, for indeterminate appointments to, and staffing activities within, the public service increased in 2014-2015 for a second consecutive year. Despite this increase, the 2014-2015 mobility rate remained below the rates observed prior to 2011-2012. The rate is measured by relating the volume of indeterminate staffing activities to the size of the indeterminate public service population. Figure 5 shows the indeterminate mobility rate increasing to 24.9% in 2014-2015, compared to 20.6% in 2013-2014. The rate peaked at 43.8% in 2008-2009. (See Appendix 3, Figure 10, for more information.)

Figure 5: Mobility rate for indeterminate appointments to, and staffing activities within, the public service, by fiscal year[a]



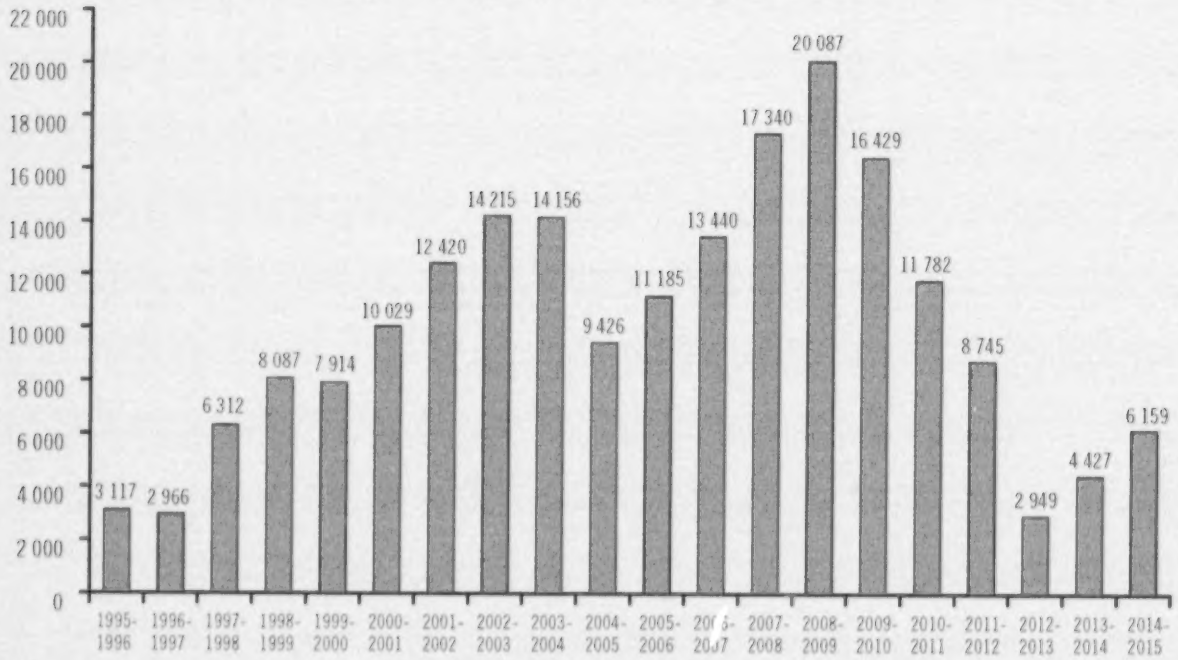
Source: Public Service Commission hiring and staffing activities files

[a] The mobility rate is the ratio of the total number of appointments to the public service, promotions, acting appointments and lateral and downward appointments of indeterminate employees during the fiscal year to the average of the active population at the start and end of the same fiscal year.

Appointments of new indeterminate employees

1.16 Figure 6 shows appointments of new indeterminate employees increasing for a second consecutive year. A total of 6 159 new indeterminate employees were appointed in 2014-2015, either via external hiring (3 904) or via appointment of former term employees (2 255). Although this was an increase of 39.1% from 2013-2014 (4 427), appointments of new indeterminate employees in 2014-2015 remained 29.6% below 2011-2012 levels (8 745).

Figure 6: Appointments under the *Public Service Employment Act* of new indeterminate employees, by fiscal year

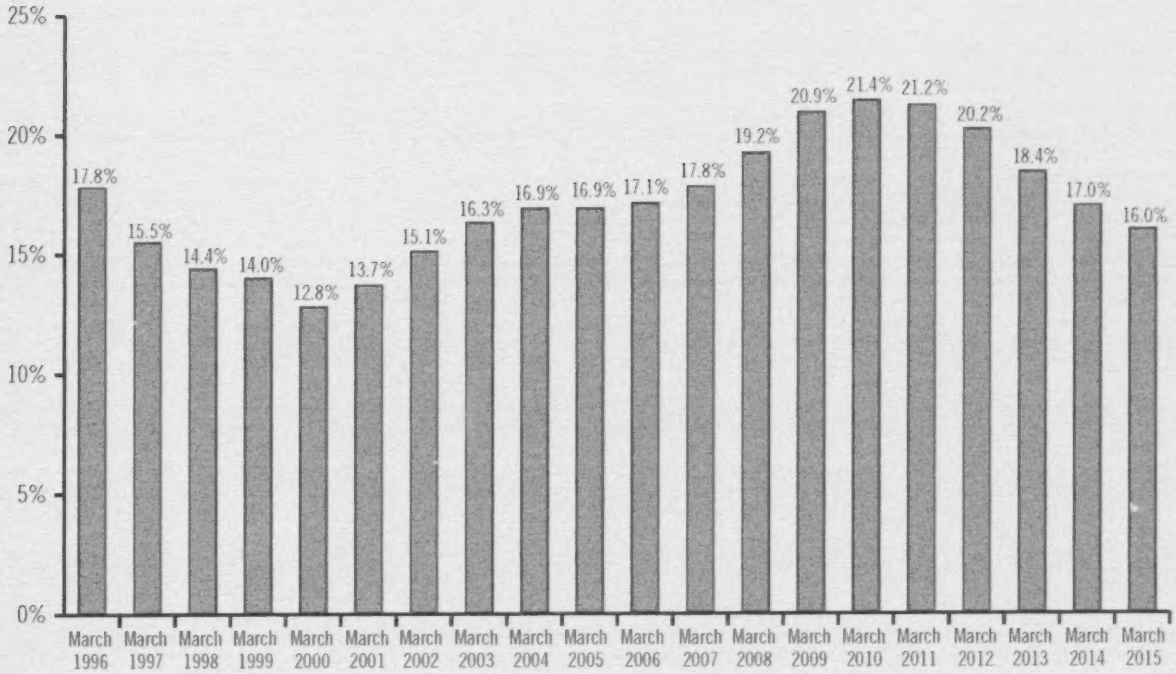


Source: Public Service Commission hiring and staffing activities files

1.17 From 2013-2014 to 2014-2015, the number of appointments of new indeterminate employees grew as a result of increases in both indeterminate appointments via external hiring (up 50.5%) and appointments of term employees to indeterminate positions within the public service (up 23.0%). As seen in previous years, a majority of new indeterminate employees (63.4%) were appointed via external hiring in 2014-2015.

1.18 Although more new indeterminate employees under the age of 35 were hired in 2014-2015 (3 365) than in 2013-2014 (2 286), the number of public service employees of this age group declined for a fifth consecutive year, from 29 402 in March 2014 to 27 232 in March 2015. As illustrated in Figure 7, employees under the age of 35 accounted for 16.0% of all indeterminate employees in March 2015, compared to 17.0% in March 2014 and 21.4% in March 2010, when the proportion reached a peak.

Figure 7: Proportion of indeterminate employees aged less than 35 to indeterminate population under the *Public Service Employment Act*, by year



Source: Public Service Commission population files

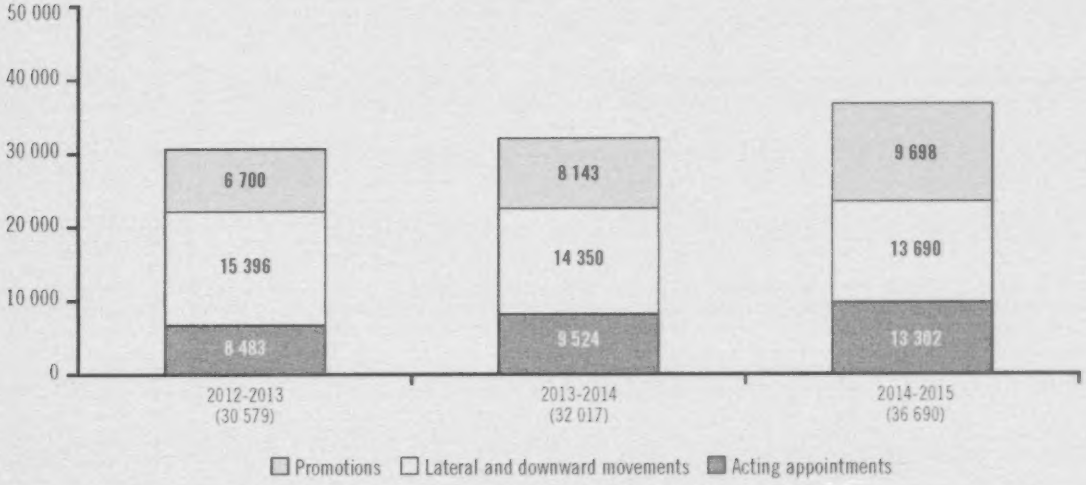
1.19 In 2014-2015, the increase in the number of appointments of new indeterminate employees in the NCR (40.0%) was comparable to the increase in other regions (38.7%). Indeterminate external hiring increased less in the NCR (43.3%) relative to other regions (54.6%), but appointments of term employees to indeterminate positions increased more in the NCR (34.9%) than in other regions (16.9%). Appointments of new indeterminate employees under the age of 35 increased proportionally more in the NCR (59.7%) than in other regions (39.9%) in 2014-2015.

1.20 In 2014-2015, the Clerical and Regulatory, Administrative Services, Economics and Social Science Services, Program Administration and Correctional Services groups accounted for 52.3% of appointments of new indeterminate employees in 2014-2015, compared to 48.9% in 2013-2014.

Indeterminate staffing activities within the public service

1.21 Indeterminate staffing activities within the public service[7] increased for a second consecutive year in 2014-2015, while remaining below levels observed in 2011-2012. Indeterminate staffing activities increased by 14.6% in 2014-2015 (36 690) compared to 2013-2014 (32 017). As indicated in Figure 8, promotions and acting appointments increased by 19.1% and 39.7%, respectively, but lateral and downward movements decreased by 4.6%.

Figure 8: Internal staffing activities of indeterminate employees under the *Public Service Employment Act*, by type and fiscal year



Source: Public Service Commission hiring and staffing activities files

Note: Totals include staffing activities to indeterminate positions of employees who were already indeterminate. Lateral and downward movements include deployments. Acting appointments of less than four months are excluded. Figures also include appointments of persons with a priority entitlement.

1.22 In 2014-2015, internal staffing activities for indeterminate employees increased more in the NCR (22.1%) than in other regions (6.3%). This is similar to the observation in 2013-2014, and it contrasts with the larger decreases observed in the NCR compared to other regions in 2011-2012 and 2012-2013.

1.23 In 2014-2015, only 11.0% of internal staffing activities involved a change of department or agency, down from 12.2% in 2013-2014. This proportion peaked at 14.4% in 2009-2010.

[7] Indeterminate staffing activities within the public service include promotions, lateral and downward movements, acting appointments of at least four months and deployments of indeterminate employees to indeterminate positions, within and across PSEA departments and agencies. Staffing activities include appointments of persons with a priority entitlement.

Acting appointments

1.24 There were 39.7% more acting appointments in 2014-2015 (13 302) compared to 2013-2014 (9 524). Acting appointments increased by 41.6% in the NCR and by 37.7% in other regions. The rate of promotion following an acting appointment increased to 26.8% in 2013-2014 from 22.9% in 2012-2013, but remained lower than the rate of 28.3% in 2010-2011. The duration of acting appointments ending with a promotion decreased to 16.9 months in 2013-2014 from 18.0 months in 2012-2013. (See Appendix 3 for more information.)

Executive staffing activities

1.25 Appointments of new indeterminate Executives increased for a second year in a row (see Table 1). There were 391 such appointments in 2014 2015, 41.7% (115) more than in 2013-2014 (276) but 7.3% less than in 2011-2012 (422). The number of new indeterminate Executives increased by 34.8% (77) in the NCR and by 69.1% (38) in other regions.

Table 1: Staffing activities of new indeterminate Executive employees under the *Public Service Employment Act*, by source and fiscal year

Source of new Executive employees	2010-2011		2011-2012		2012-2013		2013-2014		2014-2015	
	No.	%	No.	%	No.	%	No.	%	No.	%
From other occupational groups within the public service	519	87.7	365	86.5	198	89.2	230	83.3	353	90.3
Appointments to the public service	69	11.7	51	12.1	24	10.8	45	16.3	36	9.2
Appointment of term Executives to indeterminate positions	4	0.7	6	1.4	0	0.0	1	0.4	2	0.5
Total	**592**	**100.0**	**422**	**100.0**	**222**	**100.0**	**276**	**100.0**	**391**	**100.0**

Source: Public Service Commission hiring and staffing activities files

1.26 Despite the increase in appointments of new indeterminate Executives, the number of separations of indeterminate Executives exceeded their inflow and the indeterminate Executive population decreased by 1.2%, from 4 559 in March 2014 to 4 504 in March 2015. Comparatively, the indeterminate population in the rest of the public service decreased by 1.4%. The indeterminate Executive population decreased by 0.9% in the NCR, from 3 474 to 3 441, compared to 2.0% in other regions, from 1 085 to 1 063.

1.27 The majority (90.3%) of new indeterminate Executives were appointed from other occupational groups within the public service.[8] Most other new Executives were hired externally[9] (9.2%), and a few (0.5%) were appointed from term Executive positions to indeterminate positions.

1.28 Casual hiring of Executives in 2014-2015 (81) was comparable to 2013-2014 hiring (79). This follows four consecutive years of decrease from a peak of 186 Executive casual hires in 2009-2010.

[8] New indeterminate Executives came predominantly from the Economics and Social Science Services (26.6%), Program Administration (10.5%) and Administrative Services (10.2%) occupational groups.

[9] Almost half of these were hired from non-PSEA public service departments and agencies.

1.29 Appointments of indeterminate Executives to other indeterminate Executive positions increased in 2014-2015, after four consecutive years of decline. The 1 248 activities in 2014-2015 represented a 30.3% increase over the 958 activities in 2013-2014. Acting appointments increased by 28.2%, from 181 to 232, above the average of 195 observed over the previous five years. The number of lateral and downward movements increased by 28.8%, from 534 to 688, above the average of 620 observed over the previous five years. Promotions among Executives increased by 35.0% to 328, compared to 243 in 2013-2014, above the average of 309 promotions observed over the previous five years.

1.30 Indeterminate staffing activities of Executives increased at all occupational levels except at the EX-05 level where activities decreased from 35 in 2013-2014 to 32 in 2014-2015. Activities increased by 35.8% in the NCR and by 12.1% in other regions.

A values-based staffing system

1.31 The Preamble to the PSEA states that "Canada will continue to benefit from a public service that is based on merit and non-partisanship and in which these values are independently safeguarded." Further, "the public service, whose members are drawn from across the country, reflects a myriad of backgrounds, [... and] embodies linguistic duality." In addition, the Preamble states that the "public service [...] is characterized by fair, transparent employment practices" and that "delegation [...] should afford public service managers the flexibility necessary to staff, to manage and to lead their personnel to achieve results for Canadians." This sets out a vision for a staffing system in which hiring managers have the flexibility to design effective staffing approaches to find the required skills for the specific circumstances. This is reflected in the PSC's appointment policies.

Access to public service jobs

1.32 The PSC is committed to ensuring that Canadians have access to job opportunities in the public service. The PSC looks at a number of indicators to determine whether the value of access is respected overall, including the length of time for which positions are advertised; data related to the use of National Area of Selection; the geographic origins of public servants; the proportion of Canadians with no previous public service work experience; and the use of non-advertised processes.

Length of time for advertising

1.33 One decision that a manager makes is the length of time for which job opportunities are advertised. The PSC *Advertising in the Appointment Process Policy* requires that job opportunities in the federal public service be advertised for a minimum of one business day. However, PSC guidance recommends that managers advertise for one to two weeks, depending on factors such as the number of positions to be filled; the urgency of the requirement; the use of complementary advertisements such as newspapers and job fairs; variations in time zones and work schedules for potential applicants; and the expectation of accepting applications through the mail or by other means.

1.34 Overall, managers tended to advertise for similar periods of time in 2014-2015, compared to 2013-2014. Based on the Public Service Resourcing System, about 72% of external advertisements in 2014-2015 were posted for one week or longer, compared to 73% in 2013-2014. In 2014-2015, about 14% of external advertisements were posted for two days or less, compared to 11% in 2013-2014. No advertisements were posted for less than one business day.

National Area of Selection

1.35 To ensure that Canadians from across the country, and those living abroad, have access to public service jobs, the PSC *Area of Selection Policy* requires that externally advertised employment opportunities be open nationally.

The use of National Area of Selection continues to provide access to long-term and indeterminate public service jobs at both the officer and non-officer levels

The total number of advertisements decreased in 2014-2015, and the proportion of appointments of those who applied from outside the region in which the job was located also decreased for officer level positions:

- 23.9% in 2012-2013
- 25.6% in 2013-2014
- 24.1% in 2014-2015

For non-officer level positions, the appointment rate from other regions increased in 2014-2015:

- 17.4% in 2012-2013
- 16.5% in 2013-2014
- 17.1% in 2014-2015

Geographic origins of the public service workforce

1.36 The Preamble to the PSEA describes a public service "whose members are drawn from across the country." The Survey of Staffing collects data on the geographic origins of public service employees by identifying the province or territory where they last attended high school. This serves as a proxy for understanding the geographic representativeness of the federal public service. Table 2 compares the most recent Survey of Staffing results across each geographic area with the Canadian labour force data. The most recent Survey of Staffing was conducted in winter 2014 (referred to as the 2013 Survey of Staffing).

Table 2: Geographical representativeness of the public service workforce compared to the Canadian labour force, by year

Geographic area of residence	Origins of public service workforce[a]		Canadian labour force
	2012 (%)	2013 (%)	%
British Columbia	7.8	7.7	12.9
Alberta	4.6	4.6	12.3
Saskatchewan	3.4	3.4	3.0
Manitoba	4.2	4.3	3.5
Ontario (excl. NCR)	21.3	21.1	35.8
Ontario (incl. NCR)	36.4[b]	34.8	38.8
National Capital Region (NCR)	20.1	20.8	3.9
Quebec (excl. NCR)	20.2	19.5	21.8
Quebec (incl. NCR)	25.2[b]	26.6	22.8
New Brunswick	4.5	4.7	2.0
Nova Scotia	4.8	5.0	2.5
Prince Edward Island	1.0	1.0	0.4
Newfoundland and Labrador	2.7	2.7	1.3
Yukon	0.0[c]	0.1	0.1
Northwest Territories	0.2	0.1	0.1
Nunavut	0.1	0.0[d]	0.1
Outside Canada	5.1	5.1	N/A

Source: Survey of Staffing — 2012 and 2013; Statistics Canada — Population of Census Metropolitan Areas 2012; Labour Force Survey, March 2014 (71-001-X); CANSIM Tables: 282-0116, 282-0100 and 282-0054.

(a) The origins of the public service workforce is a proxy measure of the geographical representativeness of the public service. It is based on a Survey of Staffing question that inquired about the province or territory in which public service employees attended high school.

(b) This is an estimate of the breakdown of the National Capital Region between Ontario and Quebec based on the relative share of the population in each province within the Ottawa-Gatineau census metropolitan area. For 2013, the Survey of Staffing collected this information directly.

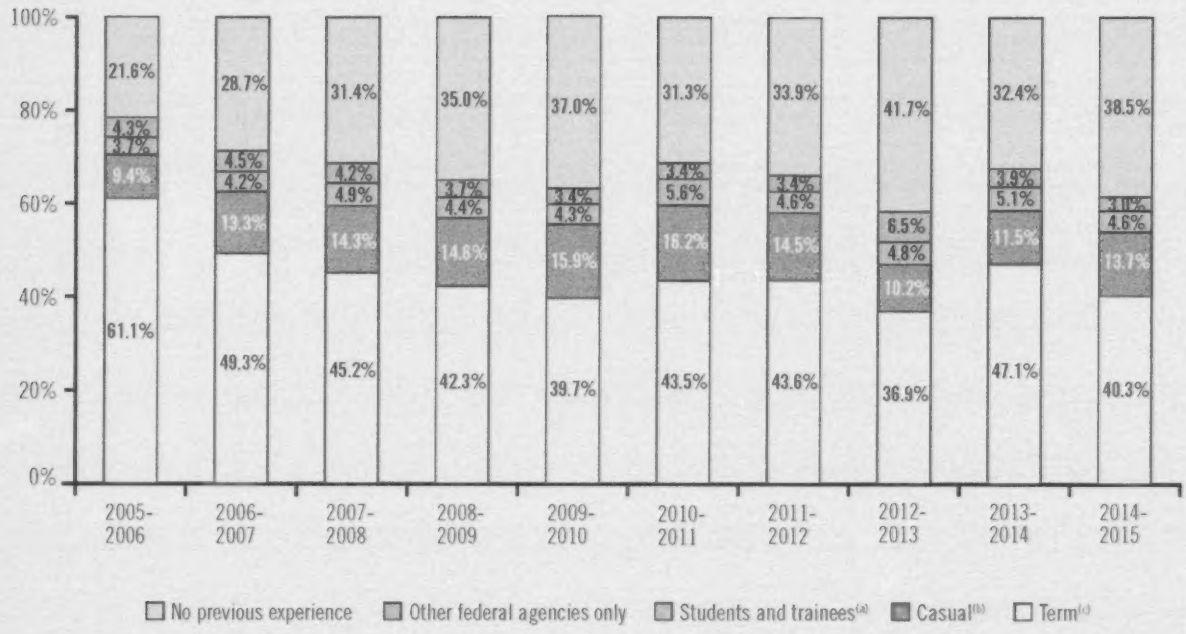
(c) In the Survey of Staffing 2012, 39 respondents (0.04%) indicated that they attended high school in Yukon; the figure in the table (0.0%) is rounded.

(d) In the Survey of Staffing 2013, 33 respondents (0.04%) indicated that they attended high school in Nunavut; the figure in the table (0.0%) is rounded.

Previous public service work experience

1.37 As illustrated in Figure 9, the proportion of new indeterminate hires who had no previous public service work experience increased from 32.4% in 2013-2014 to 38.5% in 2014-2015. Appointees with term experience accounted for a smaller proportion of hires in 2014-2015 (40.3%) than in 2013-2014 (47.1%). The proportion of those with previous casual employment experience continues to increase, from 11.5% in 2013-2014 to 13.7% in 2014-2015.

Figure 9: New indeterminate hires, by previous public service experience and fiscal year



Source: Public Service Commission Job-based Analytical Information System

(a) Students and trainees may include previous experience in other federal organizations.

(b) Casual may include previous experience such as a student, trainee or in other federal organizations.

(c) Term may include previous experience such as a casual, student, trainee or in other federal organizations.

Use of advertised and non-advertised processes

1.38 Under the PSEA, appointment processes may be advertised or non-advertised and hiring managers have the choice of using either type of process. In an advertised appointment process, a manager formally solicits applications from candidates, assesses them against the merit criteria for the position, and selects and appoints a person from the candidate pool who is qualified for the job. In a non-advertised appointment process, a manager assesses a person against the merit criteria and, if qualified, appoints the person to the job.

1.39 The objective of the PSC *Choice of Appointment Process Policy* is to help organizations meet their operational and human resources (HR) needs. The choice should be consistent with the organization's HR plan and the staffing values. There is no "one size fits all" checklist of when to use which process, because it depends on the organization's operational needs and the criteria for the choice of appointment process that it has established. Appointments must be based on merit and non-partisanship, and the process should be transparent and fair.

1.40 Table 3 shows that in 2014-2015, 76.5% of appointments to the public service and promotions were made through advertised processes and 23.5% were made through non-advertised processes. In 2013-2014, 74.9% of appointments to the public service and promotions were made through advertised processes and 25.1% were made through non-advertised processes. Due to a change in methodology[10] figures from 2013-2014 onward are not comparable with previous years.

Table 3: Estimates of percentage of appointments under the *Public Service Employment Act* to and within the public service, by appointment type, process and fiscal year

	2012-2013		2013-2014[a]		2014-2015[a]	
Appointment type[b]	Advertised (%)	Non-advertised (%)	Advertised (%)	Non-advertised (%)	Advertised (%)	Non-advertised (%)
Appointments to the public service	82.4	17.6	76.9	23.1	76.6	23.4
Promotions	62.4	37.6	73.1	26.9	76.3	23.7
Subtotal[c][d]	**71.4**	**28.6**	**74.9**	**25.1**	**76.5**	**23.5**
Acting appointments	37.9	62.1	44.7	55.3	43.3	56.7
Total[c][d]	**60.2**	**39.8**	**66.1**	**33.9**	**67.8**	**32.2**

Source: Public Service Commission (PSC) hiring and staffing activities files matched to their administrative data sources

(a) In 2014-2015, due to timing and data quality issues, the PSC was able to match approximately 80% of appointments to the public service, 90% of promotions, and approximately 50% of acting appointments, with the PSC administrative data sources. Ongoing efforts to improve data quality resulted in enhanced coverage of appointments to the public service and promotions. In 2013-2014, the PSC began reporting student bridging as a non-advertised process rather than an advertised process, as in previous years. As a result, proportions of advertised and non-advertised processes for appointments to the public service as well as the total are not comparable to figures published prior to 2013-2014.

(b) Includes indeterminate and term appointments. Excludes lateral and downward movements, deployments and acting appointments of less than four months.

(c) Year-over-year changes in the proportion of advertised and non-advertised processes reflect changes in the match rates and changes in the distribution of each of the three appointment types.

(d) Subtotal and the total are calculated based on a weighted average.

1.41 The PSC notes that there are generally two types of non-advertised processes. The first type includes situations where advertising was used at the outset. Examples include student bridging following participation in a student employment program, and appointments and completion of a professional development program. The second type includes situations where only one person is formally considered. Managers may choose this type of non-advertised process for a variety of reasons, which may include, but are not limited to, certain reclassifications, where there are skill shortages, where there is an urgent and unforeseen need, or in situations meeting other criteria that an organization has established.

[10] In 2013-2014, the PSC began reporting student bridging as a non-advertised process rather than an advertised process, as in previous years. As a result, proportions of advertised and non-advertised processes for appointments to the public service, as well as the total, are not comparable to figures published for previous years.

1.42 The reasons for using a non-advertised process that were most frequently reported in 2014-2015 include student bridging, re-appointing the incumbent of a reclassified position, highly specialized skills and shortage areas and promoting an employee following completion of an apprenticeship or professional development program.

Perceptions of fairness and transparency in appointments

Perceptions of fairness

1.43 The most recent Survey of Staffing data show an increase in the perceptions of fairness in 2013: 72% of candidates indicated that the advertised or non-advertised staffing process in which they participated was fair, up from 64% in 2012 and 70% in 2011. The data also reveal that candidate perceptions of fairness vary with the outcome of the staffing process. Successful candidates (i.e. those who received an offer of appointment) were more likely to view the process as fair than those who were unsuccessful. In 2013, 95% of those who received an offer felt that the advertised process in which they participated was fair, as compared to 58% of those who were unsuccessful. The share of candidates who received an offer of appointment following an advertised process also increased, from 20% in 2012 to 29% in 2013.

1.44 Over the past three years, employee perceptions of the fairness of staffing processes in their own work unit remained relatively stable (70% in 2013, compared to 71% in 2012 and 69% in 2011). The latest data from the Survey of Staffing show that, among the employment equity designated groups, 57% of persons with disabilities, 61% of Aboriginal peoples, 65% of members of visible minorities and 72% of women reported that staffing processes within their own work unit were carried out in a fair manner.

Perceptions of transparency

1.45 The latest data from the Survey of Staffing show that 70% of public service employees agree that staffing processes within their own work unit were carried out in a transparent way, a proportion that has remained the same over the past three years. Among the EE designated groups, 57% of persons with disabilities, 61% of Aboriginal peoples, 64% of members of visible minorities and 70% of women reported that staffing processes within their own work unit were carried out in a transparent way. These proportions remained relatively stable from 2011 to 2013.

Informal discussion

1.46 During an internal appointment process, both the PSEA and the PSC *Policy on Informal Discussion* require that persons eliminated from consideration be provided with an opportunity to discuss the reasons for their elimination from the process as soon as possible after the decision is made.

1.47 Informal discussion promotes transparency and is intended to improve communication during the appointment process before a final decision about an appointment is made. This allows managers to quickly and effectively correct any errors or omissions in the appointment process.

1.48 The Survey of Staffing found that 55% of managers who administered advertised processes received requests from candidates for informal discussions in 2013, compared to 57% in 2012 and 49% in 2011. The Survey of Staffing data also show that the proportion of candidates who sought an informal discussion with the hiring manager after being eliminated from the process increased slightly, to 46% in 2013 from 44% in 2012 (Table 4). The data also show a four percentage points increase (from 6% in 2012 to 10% in 2013) in the proportion of candidates who were screened back into the process as a result of informal discussions. The data further show that 50% of candidates who participated in informal discussions in 2013 were satisfied with the outcome, a result comparable to 2012.

Table 4: Results of informal discussion – Candidates eliminated from consideration in advertised staffing processes, by year

	2011 (%)	2012 (%)	2013 (%)
Percentage of candidates who participated in an informal discussion	46	44	46
Percentage of candidates satisfied with the outcome of the informal discussion	62	49[a]	50[a]
Percentage of candidates satisfied with the time it took to get an informal discussion	85	76[a]	74[a]
Percentage of candidates who participated in an informal discussion who were screened back into the process	10	6	10

Source: Survey of Staffing — 2011, 2012 and 2013

(a) Due to a change from a three-point answer grid to a four-point answer grid for this question in the 2012 Survey of Staffing, 2012 and 2013 estimates are not directly comparable to 2011 estimates.

A representative public service

1.49 As stated in the Preamble to the PSEA, the public service must be representative of Canada's diversity and be able to serve Canadians in their official language of choice. For the purposes of the *Employment Equity Act*, the PSC and the Treasury Board share employer obligations for the federal public service, each within its respective mandate. As such, the PSC is required to identify and eliminate employment barriers in the appointment system for the four designated groups (i.e. women, Aboriginal peoples, persons with disabilities and members of visible minorities); institute positive policies and practices; and provide accommodation in appointment processes to help achieve a representative public service.

1.50 The PSC collects data on the number of individuals who apply through the Public Service Resourcing System for advertisements open to Canadians on the PSC's jobs.gc.ca Web site. This enables the PSC to assess EE trends and performance regarding the share of external applicants of the following EE groups: Aboriginal peoples; persons with disabilities; and members of visible minorities.

1.51 As illustrated in Table 5, the PSC found that the percentage of applicants of Aboriginal peoples, persons with disabilities and members of visible minorities decreased in 2014-2015 compared to 2013-2014. From 2013-2014 to 2014-2015, the applicant rate of Aboriginal peoples decreased from 5.0% to 3.0% (the same rate as in 2012-2013), that of persons with disabilities decreased from 2.4% to 2.2% and that of members of visible minorities decreased from 21.4% to 20.8%. In 2014-2015, EE applicant rates were below the 2011 workforce availability estimates, with the exception of members of visible minorities.

Table 5: Percentage of applicants[a] to advertised processes, by employment equity designated group and fiscal year, compared to the 2011 workforce availability

Employment equity designated group	2011 workforce availability[b]	2012-2013	2013-2014	2014-2015
Aboriginal peoples	3.4	3.0	5.0	3.0
Persons with disabilities	4.4	2.6	2.4	2.2
Members of visible minorities	13.0	23.0	21.4	20.8
Women	52.5	N/A[c]	N/A[c]	N/A[c]

Source: Public Service Resourcing System (PSRS)

(a) For applicants to advertised processes, the percentages for the employment equity designated groups are based on applicants who self-declared through the PSRS.

(b) The 2011 workforce availability for the public service was provided by the Treasury Board of Canada Secretariat.

(c) Applicant data by sex cannot be reported due to a change in data capture.

Note: Table includes applicants whose latest application was to an external advertisement which included an indeterminate position and/or a term position of three months and over.

1.52 **Students who are members of designated groups** – The PSC administers the student employment programs through which federal organizations recruit and hire students. From year to year, these programs continue to attract a diverse pool of applicants from the secondary and post-secondary cohorts. The PSC continues to examine the EE profile of students, both as applicants and as hires.

1.53 Table 6 shows that students who are members of EE designated groups continued to be appointed at a higher rate than that at which they applied in 2014-2015. Workforce availability is not used to assess representativeness of EE designated groups' share of student employment, because information on workforce availability is based on broad occupational categories rather than employment status.

Table 6: Percentage of student[a] applicants to advertised processes and student[a] hiring activities to the public service, by employment equity designated group and fiscal year

Employment equity designated group	2013-2014	2014-2015
% of student applicants[b]		
Aboriginal peoples	2.1	2.2
Persons with disabilities	1.9	2.0
Members of visible minorities	19.4	19.9
Women	N/A[d]	N/A[d]
% of student hires[c]		
Aboriginal peoples	3.0	2.9
Persons with disabilities	2.5	2.2
Members of visible minorities	20.0	20.8
Women	56.7[e]	57.7[e]

Source: Public Service Commission (PSC) hiring and staffing activities files and Public Service Resourcing System (PSRS)

(a) Includes students who applied or were hired through the Federal Student Work Experience Program and the Research Affiliate Program. Employment equity (EE) data on students who applied or were hired through the Post-Secondary Co-op/Internship Program are not available.

(b) The percentages for Aboriginal peoples, persons with disabilities and members of visible minorities are based on students who applied and self-declared through the PSRS. These figures exclude cancelled advertisements.

(c) The percentages for Aboriginal peoples, persons with disabilities and members of visible minorities are based on students who applied and self-declared through the PSRS in the preceding two fiscal years and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year. These exclude appointments to separate agencies.

(d) Due to a change in data capture, applicant data by sex is not available.

(e) Numbers for women appointed to the public service are extracted from the PSC hiring and staffing activities files, which are based on the Public Works and Government Services Canada pay system. These exclude appointments to separate agencies.

Note: Workforce availability is not used to assess representativeness of EE designated groups' share of student employment because information on workforce availability is based on broad occupational categories rather than employment status.

A focus on persons with disabilities

1.54 The PSC has had a particular concern about the rates of application of persons with disabilities, which continue to be below their respective workforce availability. To gain a better understanding of, and address the issues contributing to the current rates, the PSC is engaging in outreach with students and employees with disabilities. The PSC also conducts assessment accommodation[11], uses technology to provide greater access to public service jobs, collects and disseminates noteworthy practices to hiring managers and conducts research to inform policy direction and strategies.

[11] Assessment accommodation is defined as changes or modifications that are made to an assessment procedure, format or content that remove obstacles arising from prohibited grounds of discrimination under the *Canadian Human Rights Act*. They do not modify the nature or level of the qualification that is being assessed.

1.55 The PSC together with Treasury Board of Canada Secretariat, the Office for Disability Issues (ODI) within Employment and Social Development Canada (ESDC) and Shared Services Canada's Accessibility, Accommodation and Adaptive Computer Technology Program, conducted a pilot outreach event in October 2014, in partnership with the Paul Menton Centre for Students with Disabilities at Carleton University. This was a follow-up to a first pilot outreach event, which was held in March 2014. These events sought to engage students with disabilities on the importance of pre-graduation work experience, and to update them on available Government of Canada student employment programs (e.g. the Federal Student Work Experience Program).

1.56 The PSC has since expanded the initiative to include other universities and community colleges. In February 2015, the PSC organized an event at Dalhousie University to which students at Saint Mary University and community colleges in Halifax were also invited, and for which ESDC/ODI provided support. The PSC along with ESDC/ODI also participated in an outreach event organized by the University of Ottawa in February 2015, and an outreach event at Algonquin College in March 2015.

1.57 These events have raised awareness of opportunities in the federal public service and addressed issues of particular interest to participants regarding the use of the on-line application system, self-declaration and assessment accommodation for employment testing. This outreach to improve opportunities for students is part of a larger framework that is being developed to increase the application and appointment rates of persons with disabilities in the federal public service.

1.58 **Assessment accommodation** – In 2014-2015, the PSC also conducted outreach to hiring managers and HR advisors on assessment accommodation to ensure that they are aware of how candidates with disabilities can be assessed so that they have equal opportunity to demonstrate their qualifications without being limited or unfairly restricted due to the effects of a disability. The PSC provided seminars and Webinars to some 28 different organizations on good practices in assessment.

1.59 Also in 2014-2015, the PSC engaged with the Human Resources Council, the National Staffing Council and the National Joint Council on various topics related to EE, including assessment accommodation and the PSC's statistical studies. More information on PSC outreach is found in Chapter 2.

Noteworthy practices for managers to ensure that appointment processes are more accessible to persons with disabilities

The Public Service Commission has a responsibility to ensure that the appointment system is free from employment barriers for members of designated groups, including persons with disabilities. To ensure that processes are more accessible to persons with disabilities, hiring managers can:

- Be open to performing work in a different way;
- Consult persons with disabilities during the development of qualifications and assessment tools to reduce disadvantages in the evaluation of candidates;
- Respect the principle of equal opportunity by allowing all candidates to fully demonstrate their qualifications through accommodation measures, as required;
- Use multiple assessment tools to provide candidates with the opportunity to demonstrate their competencies in different ways;
- Design and develop assessment tools that are accessible to a wide range of individuals (e.g. tests written in plain, simple language);
- Increase usage of Unsupervised Internet Testing by allowing candidates with disabilities to take exams from home using their own adaptive technologies;
- Select testing locations that are accessible for applicants with mobility related disabilities (e.g. having access ramps, automated door openers);
- Include persons with disabilities as members of assessment boards to ensure a broader understanding of the ways in which persons may demonstrate their qualifications; and
- Limit or expand the area of selection to persons with disabilities, or include this group as an organizational need.

1.60 **Study on the application by, and appointment of, persons with disabilities** – The PSC is seeking to more fully understand the issues surrounding the application and appointment of persons with disabilities. The PSC is undertaking a study to examine in more detail the application by, and appointment rates of, persons with disabilities relative to workforce availability, and the factors that might influence these rates.

Minimizing barriers to recruitment

1.61 The PSC continues to monitor the applicant and recruitment rates of the four EE groups to identify any barriers and develop appropriate strategies to help achieve a representative public service.

1.62 Through technology and innovation, the PSC continues to promote accessibility in the public service. PSC standardized tests and systems are being developed according to the principles of Universal Test Design (UTD). UTD increases accessibility for all job applicants by reducing the number of barriers to, and demand for, accommodation in the staffing process.

1.63 **The Aboriginal Centre of Excellence** - The Aboriginal Centre of Excellence is focused on increasing Aboriginal representation within the federal public service by establishing partnerships, developing strategies, sharing best practices and providing expertise, guidance, support and assistance in the recruitment and staffing of qualified Aboriginal candidates. The Centre of Excellence has been actively involved in several initiatives, including a targeted FSWEP Aboriginal student recruitment campaign in collaboration with Aboriginal Affairs and Northern Development Canada.

1.64 The PSC is committed to working with the Office of the Chief Human Resources Officer and deputy heads, as well as other stakeholders, to ensure that the federal public service is representative and reflects Canada's increasingly diverse society. The PSC also participates in public-service wide forums including the Joint Employment Equity Committee, the Employment Equity Champions and Chairs Committees and the Human Resources Council. Participation in these forums provides opportunities for collaboration, dialogue and sharing of noteworthy practices.

Official languages: Linguistic duality

1.65 Positions in the public service may be bilingual or unilingual. For bilingual positions, managers must identify the proficiency level required for the work to be performed, and persons appointed must meet the official language proficiency requirements. The PSC monitors staffing activities as they relate to official languages in the public service.

1.66 The proportion of Anglophones who were appointed to the public service, to an indeterminate or a term position, was 74.4% in 2014-2015 compared to 73.8% in 2013-2014. Conversely, the proportion of Francophones decreased from 26.2% to 25.6%. The proportion of appointments to, and staffing activities within, the public service to bilingual positions increased from 43.5% in 2013-2014 to 45.4% in 2014-2015. Indeterminate appointments and staffing activities represented 89.8% of these and the remaining 10.2% were term. (See Appendix 2, Tables 38-41, for more information.)

Non-imperative staffing

1.67 Bilingual positions may be staffed on a non-imperative basis under specific circumstances, as provided for under the Treasury Board Directive on Official Languages for People Management. The *Public Service Official Languages Exclusion Approval Order* (the Order) and the *Public Service Official Languages Appointment Regulations* (the Regulations) allow for an agreement for the person to become bilingual within two years, or for the person to transition to retirement within two years. The PSC may also consider a medical condition that prevents an individual from learning a second language.

1.68 Fewer indeterminate appointments to bilingual positions were made through non-imperative appointment processes in 2014-2015. Non-imperative processes accounted for 2.1% of indeterminate appointments to bilingual positions in 2014-2015, compared to 2.8% in 2013-2014 and 5.2% in 2010-2011 (see Table 7).

Table 7: Indeterminate appointments and staffing activities to all bilingual positions (including the Executive group) under the *Public Service Employment Act*, by language requirements of position and fiscal year

Language requirements of position		2010-2011		2011-2012		2012-2013		2013-2014		2014-2015	
		No.	%	No.	%	No.	%	No.	%	No.	%
Bilingual imperative		23 587	94.8	19 271	96.6	11 727	96.4	12 534	97.2	14 869	97.9
Bilingual non-imperative	Employee meets requirements upon appointment or is exempted from the requirements	1 080	4.3	496	2.5	360	3.0	291	2.3	211	1.4
	Employee does not meet requirements upon appointment	203	0.8	190	1.0	79	0.6	68	0.5	102	0.7
	Subtotal	**1 283**	**5.2**	**686**	**3.4**	**439**	**3.6**	**359**	**2.8**	**313**	**2.1**
Total		**24 870**	**100.0**	**19 957**	**100.0**	**12 166**	**100.0**	**12 893**	**100.0**	**15 182**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions and lateral and downward movements, but excludes acting appointments.

1.69 The majority of persons appointed on a non-imperative basis in 2014-2015 met the language requirements upon appointment. Further, in each of the past five years, the PSC has approved fewer than 10 medical exclusions, and monitoring shows fewer than 10 exclusions that allowed the person to transition to retirement. The balance (0.7% of indeterminate appointments to bilingual positions in 2014-2015) were entitled to receive language training and must meet the language requirements within the maximum time period allowed by the Order and the Regulations. The PSC is monitoring these cases to ensure that the time limits are respected.

1.70 Since the current Order and Regulations providing for non-imperative appointments came into force on December 31, 2005, there has been a decline in the number of cases that do not meet the requirements. There were four such cases as of March 31, 2015, a decrease from the 55 cases reported in 2009-2010 and the 320 cases reported in 2005-2006.

Second language evaluation

1.71 The PSC is responsible for evaluating second official language proficiency in appointment processes through the Second Language Evaluation (SLE) standardized tests for oral proficiency, written expression and reading comprehension in both English and French. SLE volumes have increased by 10.0% since last year. (See Appendix 2, Table 42 for more information.)

1.72 **Pass rates** – The PSC tracks pass rates for its second language tests which are the tests of oral proficiency, written expression and reading comprehension. Some year-to-year fluctuations in pass rates are to be expected due to a range of factors that influence test results, including the changing profiles of those taking the tests, their reasons for taking the test and their demographics.

Table 8: Pass rates for the English and French Test of Oral Proficiency, by level and fiscal year[a]

	2010-2011		2011-2012		2012-2013		2013-2014		2014-2015	
	%		%		%		%		%	
Level	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	71.4	83.6	66.6	80.6	61.8	78.5	66.1	81.4	62.3	81.2
Level B only	83.2	94.1	79.0	92.5	74.3	92.0	80.1	94.8	79.4	94.9
Level C only	53.6	59.4	45.4	54.8	44.1	53.0	46.9	58.2	39.1	55.5
Level C Executives only	62.0	sample too small	57.8	76.6	51.2	sample too small	50.2	sample too small	42.4	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2015

(a) Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 9: Pass rates for the English and French Test of Written Expression, by level and fiscal year[a]

	2010-2011		2011-2012		2012-2013		2013-2014		2014-2015	
	%		%		%		%		%	
Level	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	55.2	77.6	58.2	80.2	59.0	79.8	60.7	86.5	60.4	86.6
Level B only	55.2	77.3	57.3	79.7	58.0	79.9	60.3	86.9	60.1	86.6
Level C only	40.3	72.0	44.9	74.0	43.9	69.4	39.1	75.6	38.8	78.7
Level C Executives only	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2015

(a) Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 10: Pass rates for the English and French Reading Comprehension Test, by level and fiscal year[a]

Level	2010-2011		2011-2012		2012-2013		2013-2014		2014-2015	
	%		%		%		%		%	
	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	72.5	89.6	76.3	93.6	75.3	90.4	78.8	90.2	80.6	91.2
Level B only	75.3	91.8	79.5	94.6	78.2	94.0	80.7	94.3	83.8	93.5
Level C only	59.3	77.6	59.7	88.1	60.5	75.8	67.3	74.3	66.8	79.8
Level C Executives only	73.3	sample too small	73.5	sample too small	73.9	sample too small	80.3	sample too small	78.6	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2015

(a) Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

1.73 **Facilitating the placement of affected employees** – As noted in its 2011-2012 Annual Report, the PSC amended its policies to allow managers to use SLE test results that are more than five years old to appoint employees facing involuntary displacement as a result of workforce adjustments to bilingual positions. These employees must obtain new SLE test results within 12 months of the appointment.

1.74 Since this was a temporary measure (in place only until March 31, 2015), the PSC also asked departments and agencies to monitor its use and report on it annually. During 2014-2015, the PSC continued to follow up on the cases reported to ensure that language tests for each employee confirmed that they met the official language requirements of the position prior to the end of the 12-month period, and to identify any problems or challenges that departments and agencies were facing. The information received shows that this measure has been effectively managed.

1.75 In 2012-2013, this measure allowed 257 employees who could have been displaced to remain in the public service. Departments and agencies have addressed 98% of these cases. In 2013-2014, another 169 appointments were made using this measure, of which 93% have been addressed. The remainder have been delayed due to long-term leaves of absence, or the employees were being deployed to positions for which they met the language requirements.

1.76 In 2014-2015, the third and final year of this measure, another 66 appointments were made using this measure, of which 39% were already addressed. The remaining cases will reach the end of their 12-month period during this fiscal year.

1.77 The PSC will continue to monitor the use of this measure to ensure that both service to the public and language of work requirements of the *Official Languages Act* are respected.

Research and studies

1.78 The PSC conducts research and studies to contribute to a broader and deeper understanding of various staffing issues of interest to the PSC, federal departments and agencies, other stakeholders and Parliament. These studies use statistical methods or descriptive tools to identify potential staffing issues and noteworthy practices. The PSC also undertakes study updates, which can be found in Appendix 3.

1.79 **Study on application by, and appointment of, persons with disabilities** – The PSC is undertaking a study to understand the issues surrounding application by, and appointment of, persons with disabilities. The study will apply qualitative and quantitative methodologies to explore the rates of application and appointment of persons with disabilities, and the factors that might influence these rates.

1.80 **Updates of studies on members of employment equity designated groups: chances of promotion and perception of merit and fairness in staffing activities** – In 2012-2013, the PSC undertook two studies that looked more closely at how being a member of an employment equity designated group affects both chances of promotion and perceptions of the staffing process. As these results represent a snapshot in time, the PSC is currently updating these studies to determine whether the results might present a trend.

1.81 **Career progression of members of employment equity designated groups in the federal public service** – The PSC is currently examining whether differences exist between the career progression of EE designated group members and their respective reference groups for the overall public service. Reference groups are men and women who did not self-identify as Aboriginal peoples, persons with disabilities or members of visible minorities.

CHAPTER 2

Enabling departments and agencies

Highlights

- The Public Service Commission (PSC) makes ongoing efforts to adapt its activities to meet the emerging needs of departments and agencies and to achieve a modern, effective staffing system.
- In 2014-2015, the PSC increased its proactive guidance, the sharing of key trends, lessons learned and noteworthy practices to support departments and agencies in effectively managing their staffing, as well as help them address issues raised through oversight activities (e.g. monitoring, audits, and investigations).
- By administering a number of programs, the PSC supports departments and agencies in their renewal efforts and in meeting the Clerk's priority to reinvigorate recruitment by hiring individuals that have the skills and competencies required for the future.
- In 2014-2015, the PSC supported public service renewal through its outreach activities and the promotion of federal public service jobs to students and graduates. The PSC attended 58 career fairs and delivered 37 information sessions in academic institutions across Canada. Hiring managers participated with the PSC in career fairs to promote a wide range of public service job opportunities such as laboratory technologists, research scientists and procurement officers.
- As noted in Chapter 1, the number and proportion of employees under the age of 35 continued to decline in 2014-2015, despite the increase in appointments of new indeterminate employees from this age group. Employees under the age of 35 accounted for 16.0% of all indeterminate employees in March 2015, compared to 17.0% in March 2014 and 21.4% in March 2010, when the proportion reached a peak. The Commission will continue to monitor these trends, which could have an impact on the future composition of the public service.
- The Post-Secondary Recruitment (PSR) program represented a large component of indeterminate recruitment to the public service with approximately 16% of indeterminate appointments in 2014-2015. This represented a significant increase from the previous year, since 541 graduates were appointed as new employees to the public service from the PSR, filling a range of indeterminate and term positions.
- The PSC Priority Administration Program also contributed to the retention of valuable skills, knowledge and experience in the public service by supporting the placement of 703 employees in 2014-2015. In addition, there were 203 priority appointments to lower levels.
- In 2014-2015, departments and agencies increased their use of PSC Unsupervised Internet Testing (UIT). The volume of PSC UIT increased by 56%, from 26 765 in 2013-2014 to 41 737 in 2014-2015. UIT is a cost-effective method of assessment to identify qualified candidates, improve the quality of hires and reduce barriers for persons with disabilities by allowing them to take exams from home using their own adaptive technologies.

2.1 The Preamble to the *Public Service Employment Act* (PSEA) sets out a vision for a delegated staffing system that provides public service managers with the authority "to staff, to manage and to lead their personnel to achieve results for Canadians." With this in mind, the Public Service Commission (PSC) provides guidance, tools and support services while enhancing the framework that supports hiring managers to achieve a modern, effective staffing system.

2.2 The PSC draws on the findings and lessons learned from its oversight activities (monitoring, audits and investigations) and other sources of information, such as studies and decisions by the Public Service Labour Relations and Employment Board, to improve the staffing policy framework, clarify expectations and contribute to a modern staffing system. Engagement with departments and agencies allows the PSC to enable hiring managers to staff efficiently while meeting the expectations of the PSEA.

2.3 This chapter highlights the range of activities that the PSC has undertaken to support departments and agencies and ensure an effective staffing system, underscoring the importance of engaging and collaborating with central agency partners, bargaining agents and deputy heads, hiring managers and human resources (HR) advisors. This chapter also presents an evolution of the PSC's services and systems, which are designed to increase knowledge and expertise within departments and agencies as they build a workforce to meet the current and future needs of the public service.

Core enabling activities

2.4 The PSC provides departments and agencies with a policy framework, policy interpretation and guidance to ensure a clear understanding and proper application of delegated staffing authorities and to increase organizational knowledge. The PSC also provides guidance and support to organizations to help them address issues raised through its oversight activities such as monitoring, audits and investigations. In 2014-2015, the PSC refined its policies and policy instruments, assessment services and staffing and recruitment programs and systems to respond to the current and future needs of departments and agencies in a changing environment.

Policy guidance and outreach

2.5 To support departments and agencies effectively, the PSC provides information and expertise that respond to operational needs.

2.6 In 2014-2015, more than 340 outreach activities were conducted across Canada to provide information on PSC programs, systems, assessment tools and services to the HR community, hiring managers, employees, and the public. Approximately one third of these activities focussed on outreach to support the renewal of the public service, by providing targeted information to students, new graduates and members of employment equity and official languages minority groups.

Examples of outreach activities

In partnership with the **Human Resources Council**, the Public Service Commission (PSC) developed and delivered a Staffing SmartShop to discuss assessment practices with approximately 300 participants of the HR community, via teleconference and WebEx. In this exercise, the PSC explored assessment practices that promote the effective use of the provisions of the PSEA, as well as identifying those that might create barriers. Participants indicated that they learned new approaches to assessment, and the PSC incorporated the insight gained from participants in its guidance in preparation for the implementation of the *Veterans Hiring Act*.

The PSC's analysis of the trends in requests for policy interpretation and guidance showed a need for guidance on official languages in staffing that balances the candidate's right to be assessed in the official language of their choice and the requirement to assess the official languages requirements of unilingual and bilingual positions in various circumstances. The PSC made presentations to various stakeholders to address these questions, and the **Canada School of Public Service** incorporated this update in its staffing curriculum for hiring managers and HR advisors.

In 2014-2015, the PSC increased its presence with academic institutions across Canada by participating in 58 career fairs and delivering 37 information sessions. To promote careers in the public service, the PSC partnered with Deputy Minister University Champions and with several federal organizations. Hiring managers participated with the PSC in career fairs to promote a wide range of public service job opportunities, such as laboratory technologists, research scientists and procurement officers.

2.7 **Improving the policy framework** – In addition to supporting departments and agencies through policy guidance, the PSC advanced several statutory instruments, including exclusion approval orders (exclusions from the application of the PSEA) and regulations, during the reporting period. (See Appendix 5 for more detailed information on existing exclusion approval orders and regulations.)

2.8 The PSC completed a comprehensive review of its policy and oversight frameworks and drafted a revised appointment policy, delegation instrument and oversight model. The goals of the review were to streamline requirements, ensure that oversight is calibrated to the risks in the system and, more generally, simplify staffing. The PSC has begun consultations on the proposed models with stakeholders, including departments and agencies, central agencies and bargaining agents.

2.9 The time it takes to staff a position is a result of various factors. An organization's human resources function and the hiring managers involved in a staffing process can influence many of these factors, while others may be influenced by the PSC. For example, using centralized recruitment programs and shared pools of candidates can help expedite an appointment process. Some steps in the staffing process stem from legislative requirements and the PSC is committed to ensuring that these steps do not unnecessarily lengthen time to staff. Examples of those requirements include considering priority entitlements, advertising jobs for set periods, official language assessment, and notifying candidates about proposed appointments.

2.10 Appointing a qualified person with a priority entitlement can be one of the fastest staffing options, but the requirement to consider such persons may take time. The PSC is seeking to make it as efficient as possible by providing the person with a time-limited opportunity to express interest in a vacancy, and by allowing advertisements to proceed in parallel where there is an urgent need, or where there are multiple jobs to be filled.

2.11 Improvements to the Public Service Resourcing System (PSRS), electronic screening tools such as PSC unsupervised internet testing, are now available to help hiring managers to rapidly identify candidates who meet selected merit criteria for both external and internal processes.

Public Service Wide Pools

In 2014-2015, the Public Service Commission (PSC) initiated Public Service Wide Pools (PSWP) to meet the need of federal organizations for a more cost-effective means to staff their positions with qualified candidates, while preventing duplication and reducing their overall time to staff. This need was voiced by federal hiring organizations nationwide and is consistent with Blueprint 2020's plan for more lean, efficient and innovative processes. A fully assessed CR-4 pool was first created in the National Capital Region as a pilot. Based on lessons learned, the PSC improved its approach to creating PSWP by streamlining the use of common merit criteria, optimising the use of standardized tests, and providing more staffing flexibility for organizations hiring from these pools. With this approach, the PSC launched five additional externally advertised PSWP for various administrative positions, working in collaboration with the Office of the Chief Human Resources Officer and federal organizations across the country. These pools are being made available to organizations as they are completed and we will report on their usage and effectiveness in 2015-2016.

2.12 For unilingual positions, the hiring manager may assess language proficiency of candidates using the same methods that are used for other qualifications. For bilingual imperative appointments, the PSC requires that its second language evaluation tests are used to ensure that the person appointed meets the Treasury Board standard that applies to the position. Table 32 in Appendix 2 shows that 23 792 appointments, 44% of appointments made in 2014-2015, were subject to this requirement. The PSC reduces time to staff by making available an electronic self-assessment questionnaire to candidates and by implementing mandatory e-testing for its second language tests. More than 90% of Second Language Evaluation (SLE) tests are now administered on-line, eliminating steps associated with paper-and-pencil testing such as shipping and receiving, and making test results available within 24 hours.

2.13 The PSEA requires a two-step notification process for internal appointments, which allows for informal discussion to occur before formal recourse rights are granted. The PSC has established a minimum waiting period of five calendar days between these two notifications, to allow time for a person who has been eliminated from a process to raise any concerns proactively, reducing the pressure on formal recourse. While there is little data on informal discussion, the narrative information the PSC has gathered and the relatively low volume of formal recourse indicates that it has proven to be effective.

2.14 The PSC intends to continue to find ways to assist hiring managers make quality hires more quickly within the PSEA framework.

Assessment services

2.15 **Sharing assessment expertise** – The PSC supports deputy heads in maintaining and enhancing a merit-based appointment system by sharing knowledge and providing advice and guidance. The PSC reviews and provides advice to improve assessment tools and processes. Departments and agencies also have access to a range of standardized assessment tools for selection and development.

Public Service Commission assessment expertise

In 2014-2015, to improve the quality of hires from officer level to deputy director positions, the Public Service Commission (PSC) assisted the **Department of Foreign Affairs, Trade and Development Canada** in assessing experience and key competencies. Through an effective and efficient assessment strategy, more than 300 candidates were assessed using the PSC's Candidate Achievement Record. For supervisory and management positions, individuals were also assessed using simulations and structured interviews developed by the PSC.

Sharing expertise with the Canada School of Public Service

The Public Service Commission (PSC) engaged in a new partnership with the **Canada School of Public Service** (CSPS) to jointly offer 360° Feedback services to CSPS clients. Throughout the year, the PSC certified 21 CSPS feedback providers and offered ongoing support and advice on the use of the PSC 360° tool. In 2014-2015, more than 250 managers and Executives received valuable feedback on their strengths and potential development needs to enhance their leadership competencies.

Sharing best practices on unsupervised testing

Unlike Public Service Commission (PSC) Unsupervised Internet Testing in which all applicants must pass both the unsupervised and supervised versions of a standardized test prior to appointment, departmental unsupervised tests, often referred to as "take-home exams", may be given to candidates to complete on their own time without supervision or follow-up. To assist organizations with minimizing the risks of undesirable testing behaviour and cheating on take-home tests, the PSC plans to share best practices on the use, development and administration of unsupervised tests, including take-homes.

Developed specifically for hiring managers and human resources advisors, these practices and tips will help to further protect the integrity, merit and fairness of assessment in appointment processes. They include easy to implement procedures that have been shown to minimize cheating, such as providing clear instructions to candidates on whether they may consult external reference materials during an exam, informing candidates of the consequences of cheating, and highlighting the value of verifying unsupervised test results through another supervised assessment method.

2.16 In 2014-2015, managers and HR advisors from 28 organizations attended specialized workshops and seminars on the development of knowledge tests and on the design of structured interview questions, in addition to seminars and Webinars on assessment accommodation. Customized assessment seminars and workshops were offered to respond to the needs of organizations. For example, the PSC offered workshops on Executive (EX) assessment to Public Works and Government Services Canada, the Canadian Space Agency and the Economic Development Agency of Canada for the Regions of Quebec. These sessions provided information to HR advisors on the assessment tools and techniques used to measure qualifications for EX positions.

Accessing employee leadership potential

The Public Service Commission (PSC) adapted its Leadership Readiness seminar for **Aboriginal Affairs and Northern Development Canada**, as part of a learning event for members of its Next Generation Leaders Network. Through interactive group exercises and feedback, the seminar, entitled "Understanding the Leader in You", was designed to leverage participants' leadership potential in their current role.

2.17 **Staffing and assessment** – The use of PSC assessment products and services reflects the growth in staffing activity by departments and agencies. As seen in Table 11, demand for products and services for EX assessment increased by 45.1%, from 377 in 2013-2014, to 547 in 2014-2015 and the use of non-EX products increased by 33.4%, from 43 047 in 2013-2014 to 57 420 in 2014-2015.

Table 11: Executive and non-Executive assessment volumes and change, by fiscal year

Assessment	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	Change (over last year) %
Non-Executive assessments (excluding SLE tests)	62 064	58 723	19 414	43 047	57 420	33.4
Executive assessment (including simulations and reference checks)	954	727	290	377	547	45.1

Source: Public Service Commission Test Scoring and Results Reporting System and PSC Assessment Centre Integrated Information System, as of March 31, 2015

2.18 **Assessment accommodation** – The PSC has the policy authority for assessment, which includes the duty to accommodate individuals in order to provide an equal opportunity for all candidates to demonstrate that they meet the qualifications for a position. The choice of assessment methods is delegated to deputy heads. It is their responsibility to provide assessment accommodation to enable individuals to demonstrate their qualifications during a staffing process without being limited or unfairly restricted by a disability or functional limitation. The PSC's policies and guidance are designed to help hiring managers provide accommodation, whether they are using in-house assessment methods or tests developed by the PSC.

2.19 The PSC establishes accommodation measures for all of its standardized assessment tools. It also provides expert information and advice on accommodation and recommends measures for organizational assessment tools. The demand from persons with disabilities or special needs for accommodation measures increased by 11.3% in 2014-2015 (1 855 requests). However, these requests as a proportion of total staffing and hiring activities have remained relatively stable.

Targeted recruitment

2.20 The PSC administers a number of programs to support departments and agencies in their renewal efforts and to enable targeted recruitment based on the skills required for the future. These programs also provide economies of scale for departments and agencies that are undertaking strategic recruitment.

2.21 To this end, the PSC administers three student employment programs — the Federal Student Work Experience Program, the Research Affiliate Program and the Post-Secondary Co-op/ Internship Program. These programs are designed to provide students with on-the-job assignments where they can develop the skills and knowledge required for entry into the workforce, while meeting the temporary needs of managers.

2.22 The Research Affiliate Program recruits post-secondary students looking for research experience. To improve efficiencies and reduce time to staff, in 2014-2015, the PSC provided direct access to federal organizations to create and post their opportunities. Information sessions, explaining how to create advertisements for this program, were offered to all federal organizations to facilitate this transition.

2.23 Student employment programs contribute to pools of qualified candidates for future public service appointments. Building on the skills and knowledge obtained through their study programs, students bring fresh and innovative ideas, knowledge and skills to the workplace. This supports public service renewal and helps to ensure a reasonable distribution of feeder groups across the public service.

2.24 As shown in Table 12, there were 11 146 student hires in 2014-2015 from the three student employment programs, representing an increase of 7.3% compared to 2013-2014. However, the number and proportion of employees under the age of 35 continued to decline in 2014-2015 despite the increase in appointments of new indeterminate employees from this age group. The PSC will continue to monitor the hiring of students as it is a key mechanism to realizing public service renewal objectives. Through outreach activities targeted at students and hiring managers, the PSC will continue to promote the hiring of students and post-secondary graduates. The PSC also continues to leverage communication vehicles such as social media, to reach students and graduates and to increase awareness of its programs and public service job opportunities.

Table 12: Student employment program activities, by fiscal year

		2012-2013	2013-2014	2014-2015
Federal Student Work Experience Program	Applications[a]	45 146	38 632	39 911
	Hires[b]	5 835	6 198	6 544
Research Affiliate Program	Applications[c]	1 599	1 083	1 431
	Hires[d]	318	387	445
Post-Secondary Co-op/ Internship Program	Hires[d]	3 408	3 801	4 157

Source: Public Service Resourcing System and Public Service Commission hiring and staffing activities files

(a) The figures under Federal Student Work Experience Program include applications from the current campaign and the campaign from the previous year. A campaign occurs annually from October to October. An applicant can apply only once per campaign, but may apply to both campaigns and therefore be counted more than once in any given fiscal year. The application total for 2014-2015 is equal to the total number of applicants found in Table 43a.

(b) These figures include initial hires and extensions of employment with a break in service.

(c) These figures exclude cancelled advertisements.

(d) These figures include initial hires and extensions of employment with a break in service, as well as hires occurring prior to an advertisement being cancelled.

2.25 The PSC directly supports departments and agencies in their recruitment of post-secondary graduates through two programs — Post-Secondary Recruitment (PSR) and Recruitment of Policy Leaders (RPL). Both programs target qualified university and college graduates for positions in the public service.

2.26 The annual PSR campaign is developed by the PSC in consultation with departments and agencies to ensure that it will meet their recruitment needs. Based on the anticipated increase in recruitment for the upcoming year, departments and agencies posted 17 career choices and four career stream inventories for the 2014-2015 PSR campaign, compared to 11 career choices and four career stream inventories in 2013-2014.

2.27 As shown in Table 13, in 2014-2015, some 541 graduates were appointed as new employees to the public service from PSR processes filling a range of indeterminate and term positions. This represents a significant increase from 2013-2014, which was an atypical year due to reduced staffing activities.

Table 13: Post-Secondary Recruitment program highlights, by fiscal year

	2012-2013	2013-2014	2014-2015
Number of applications	3 015[a]	18 470	28 350
Number of unique applicants	1 974[a]	13 149	16 537
Number of tests administered	939	8 749	6 172[b]
Number of applicants hired	254	112	541

Source: Public Service Resourcing System, the Public Service Commission Test Scoring and Results Reporting System and Public Service Commission hiring and staffing activities files

(a) Unlike other fiscal years, 2012-2013 figures include only applications and applicants from organization-specific inventories from the 2012-2013 campaign. The figures exclude applications and applicants from general inventories which were extended from 2011-2012.

(b) In 2014-2015, one new supervised test, the Public Service Entrance Exam (PSEE 371), was introduced replacing the two supervised tests administered in the previous two fiscal years, thus reducing the total number of tests administered.

2.28 The RPL Initiative, in place since 2005, recruits candidates from a wide variety of disciplines to fill middle- and senior-level policy positions in the Public Service of Canada. The unique and structured multi-stage selection process targets high-achieving professionals and graduates who have the potential to shape the future of Canada's public policy landscape. In 2014-2015, the number of appointments through the RPL Initiative remained stable with 12 qualified candidates appointed.

2.29 In addition to these recruitment programs, departments and agencies can also directly appoint former student participants into the public service to term or indeterminate positions for which they are qualified. This mechanism is known as "student bridging." In 2013-2014, the PSC developed a new measure to estimate the proportion of indeterminate appointments made through the student bridging mechanism. This measure provides a more complete picture of the mechanisms for recruitment to indeterminate positions in the public service. Using this new methodology, it was estimated that approximately 9% of indeterminate appointments[12] to the public service were achieved through student bridging.

2.30 After general recruitment,[13] the PSR represented the largest component of indeterminate recruitment to the public service, with 16% of indeterminate appointments in 2014-2015 (Table 14).

[12] The student bridging rate is based on indeterminate appointments that were matched to PSC administrative data sources. In 2014-2015, approximately 80% of indeterminate appointments were matched to PSC administrative data sources.

[13] General recruitment is defined by appointments to the public service that were not achieved through recruitment programs or student bridging.

Table 14: Estimates of percentage of indeterminate appointments under the *Public Service Employment Act* to the public service, by recruitment mechanism for 2014-2015

Recruitment mechanism[a]	% of indeterminate appointments[b]
Post-Secondary Recruitment Program	16
Recruitment of Policy Leaders Initiative	0
Student bridging	9
General recruitment[c]	75

Source: Public Service Commission (PSC) hiring and staffing activities files matched to its administrative data sources

(a) Recruitment mechanisms are exclusive from one another.

(b) Figures are based on the percentage of indeterminate appointments from the PSC hiring and staffing activities files matched to the PSC administrative data sources (approximately 90%).

(c) General recruitment refers to appointments to the public service that were not achieved through recruitment programs or student bridging.

Priority Administration

Priority entitlements

2.31 The PSC's Priority Administration Program supports the referral and placement of persons with a priority for appointment in the public service, as outlined in the PSEA and the *Public Service Employment Regulations*. Under this legal framework, persons who meet specific conditions have a right, for a specified or indeterminate period of time, to be appointed to positions for which they are qualified (see Appendix 6 for a list of priority types).

2.32 The PSC has a responsibility to ensure that these entitlements are respected and that persons with a priority entitlement are appointed to vacant positions, if qualified. The Priority Administration Program helps public service organizations meet staffing needs while retaining employees with valuable knowledge, skills and experience in whom departments, agencies, and the Canadian Armed Forces (CAF) have already invested.

Recent trends in Priority Administration

2.33 Starting in 2011-2012, the PSC made enhancements to facilitate the placement of persons with a priority for appointment across the public service at a time when many organizations were reducing the size of their workforce.

2.34 From the relatively stable base population of 1 600 to 1 800 persons with a priority entitlement seen in previous years, the number of persons registered in the Priority Information Management System (PIMS) rose to a high of 2 954 on December 27, 2012. Since that time, levels have almost normalized, with the population of persons with a priority entitlement at 2 064 as of March 31, 2015.

2.35 In the three years prior to March 31, 2015, public service organizations made extensive use of the Priority Administration Program to meet their staffing needs. A total of 3 860 persons with a priority entitlement (all types) were appointed to positions in the public service. Of these, 966 persons were appointed to lower-level positions. Persons with a surplus priority entitlement appointed during this period had been employed in the public service for an average of 13.6 years.[14]

Placement of persons with a surplus priority entitlement

2.36 As most organizations completed their workforce reduction, the number of new surplus priority entitlements declined for the second year in a row. In 2014-2015, the number of new surplus priority entitlement registrations was 345, or 18.7% of the total. In 2013-2014, these persons represented almost one third of new registrations (706 or 31.2%) and, in 2012-2013, almost two thirds (2 051 or 63.7%).

Table 15: Surplus employees — New entitlements compared to appointments, by fiscal year

	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015
New entitlements	226	577	2 051	706	345
Appointments	240	317	683	831	218

Source: Public Service Commission Priority Information Management System

2.37 As recently as 2013-2014, the majority of new surplus priority entitlements (507 of 706, or 71.8%) were time-limited to a one-year period. In 2014-2015, new surplus priority entitlements that were time-limited (152) were outnumbered by those with no set end date (193). This may indicate that organizations were increasingly confident that persons declared surplus could find continued employment within the public service.

2.38 During 2014-2015, some 107 persons with a time-limited surplus priority entitlement and 111 persons with a guarantee of a reasonable job offer were priority appointed. The number of appointments of persons with a surplus priority entitlement as a proportion of overall priority appointments declined sharply in 2014-2015, from 67.3% to 31.0% (see Table 15 above). As of March 31, 2015, there were 95 employees with a time-limited surplus priority entitlement registered in the system, down from 244 in 2013-2014 and 759 in 2012-2013.

2.39 A total of 452 persons became eligible for a lay-off priority entitlement over the course of the year (see Table 16 below). The majority of these persons (327, or 72.3%) chose to take a period of leave of up to two years for educational purposes when notified during the 2012-2013 fiscal year that their positions had been declared surplus. On completion of their respective periods of leave, these employees were laid off. In addition, the 125 persons who did not receive an indeterminate appointment within one year of their surplus priority entitlement were also laid off from the public service.

[14] Source: Public Service Commission Job-based Analytical Information System

2.40 In both these situations, while no longer a public service employee, the individual receives a one-year lay-off priority entitlement, which takes precedence over most other priority entitlements. This individual also has the right, during that final year, to apply as a candidate for any staffing process open to employees. Some 105 laid-off persons with a priority entitlement were appointed during 2014-2015. As of March 31, 2015, there were 385 lay-off priority entitlements registered in the system. These entitlements will expire over the course of 2015-2016.

Table 16: Conversion of surplus priority entitlements to lay-off priority entitlements

April 1, 2014 to March 31, 2015

Priority type	Carry-over [a]	New cases	Total (carry-over + new cases)	Appointed	Resigned and/or retired	Expired	Other removal [b]	Total outflow	Active at end of period
Surplus (time-limited plus indefinite duration)	411	345	756	218	31	1	244	494	262
Lay-off (sec. 41)	313	452	765	105	7	232	36	380	385

Source: Public Service Commission Priority Information Management System

[a] The number of carry-over from March 31, 2014 differs from the number of active cases at March 31, 2014 published in last year's Annual Report due to priority registrations received late in March 2014 and activated after the start of the new fiscal year. The validation of data to the Priority Information Management System may also be a factor.

[b] Priority type changes are included in "Other removal."

Other trends in Priority Administration

2.41 **Number of persons with a priority entitlement** – In 2014-2015, the overall population of persons with a priority entitlement decreased by 7.9%, bringing the total to 2 064 (see Appendix 2, Table 45). Of these persons, 529 were on a leave of absence, and 467 were on leave due to relocation of their spouse. In addition, 168 were persons appointed to a lower-level position who held a one-year entitlement to re-appointment at, or equivalent to, their previous occupational group and level. These three groups represented 56.4% of all active persons with a priority entitlement.

2.42 **New priority registrations** decreased by 18.3% in 2014-2015 (from 2 263 to 1 849). This is explained by the reduced number of new surplus priority entitlement registrations, which fell from 706 in 2013-2014 to 345 in 2014-2015.

2.43 New reinstatement priority entitlements (resulting from a person with a priority entitlement accepting a position at a lower level to maintain their continuity of employment) fell from 407 in 2013-2014 to 203 in 2014-2015 (a decrease of 50.1%).

2.44 The overall number of persons leaving the priority system decreased, from 2 988 in 2013-2014 to 2 076 in 2014-2015. Of these:

- 703 persons with a priority entitlement were appointed, a 43.1% decrease;
- 786 entitlements expired, a 25.4% increase; and
- 115 persons with a priority entitlement retired or resigned, a 50.0% decrease.

2.45 The majority of priority appointments during the period (360 or 51.2% of the total) were to positions in the Administrative Services (AS), Clerical and Regulatory (CR), and Program Administration (PM) occupational groups. More priority appointments (all priority types) were to positions in the person's home organization (60.3%) than to other organizations (39.7%).

2.46 Indeterminate appointments require priority clearance from the PSC, meaning that available persons with a priority entitlement in the system must be considered before an appointment is made. Indeterminate hiring to the public service increased by 50.5% in 2014-2015, and indeterminate staffing activities within the public service increased by 14.6%. The number of organizational requests for priority clearance[15] increased for the second year in a row, to 27 055 from 22 530 in 2013-2014 (a 20.1% increase).

2.47 The PSC notes that, as both staffing activity in the public service and requests for priority clearance have increased, the number of appointments of persons with a priority entitlement has fallen in the past year.

2.48 In the future, the PSC will continue to promote priority appointments as a fast and efficient means of staffing vacant positions with qualified persons. The PSC will also closely monitor referral results and appointment levels to ensure that employees registered in the priority system are fully qualified to find alternate employment and that persons with a priority entitlement are properly considered for appointment.

Support for former Canadian Armed Forces and Royal Canadian Mounted Police members

2.49 The number of medically released CAF and Royal Canadian Mounted Police (RCMP) members entering the priority system increased from 105 in 2013-2014 to 193 in 2014-2015. Appointments also increased: from 43 in 2013-2014 to 77 in 2014-2015. The number of former members whose priority entitlements ended without appointment decreased, from 108 in 2013-2014 to 39 in 2014-2015.

2.50 Appointments for former members of the CAF and RCMP are still significantly below those observed from 2008-2009 to 2011-2012, when members who were medically released had the highest rate of successful appointment of all priority groups (72.3%), ranging from 150 to just over 200 appointments annually.

2.51 In the period 2012-2014, the majority of priority appointments were of public servants whose jobs had been declared surplus, and whose entitlement preceded all others under the PSEA (see Appendix 6 for a list of priority types). There were only 31 priority appointments of former CAF/RCMP members in 2012-2013, and 43 in 2013-2014 (see Table 17).

[15] This includes requests for term and indeterminate positions.

2.52 The Minister of Veterans Affairs introduced Bill C-27, the *Veterans Hiring Act*, in Parliament to address this situation. The Bill received Royal Assent on March 31, 2015. As a result, veterans who have been medically released due to a service-related injury or illness will receive a top statutory priority, with an entitlement period of five years. The regulatory entitlement for medically released former members of the CAF whose release is not attributable to service will also be extended from two years to five years.

2.53 The *Veterans Hiring Act* also contains two other mechanisms to support the hiring of veterans: a five-year preference for appointment in advertised external appointment processes (jobs that are open to the Canadian public), and a mobility provision allowing veterans and current CAF members to participate in all advertised internal hiring processes for five years after their release from the CAF.

2.54 The PSC is working closely with the Department of National Defence and Veterans Affairs Canada to ensure that those affected by the changes are aware of the new provisions. The PSC is also working with the Office of the Chief Human Resources Officer, the Privy Council Office and the Canada School of Public Service to support the implementation of the new Act.

2.55 In addition, enhancements made to the PSC Priority Administration Program over the previous two years, such as those to the policy framework and PIMS, will further support the referral and placement of medically released CAF personnel.

Table 17: Medically released members of Canadian Armed Forces and Royal Canadian Mounted Police — New priority entitlements compared to appointments, by fiscal year

	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015
New entitlements[a]	249	206	68	105	193
Appointments	154	158	31	43	77

Source: Public Service Commission Priority Information Management System

(a) Only some of those with a new priority entitlement are appointed in the same fiscal year. Until July 1, 2015, the duration of the entitlement was two years; the *Veterans Hiring Act* extended this period to five years for members of the Canadian Armed Forces.

Innovation to support staffing

2.56 The PSC, working closely with departments and agencies, continues to modernize its staffing and assessment services. Policies, processes, tools and services are being created and enhanced to promote the effective engagement of job seekers, to support HR advisors and managers and to ensure the quality of appointments to the public service.

Noteworthy practice

The **Federal Economic Development Agency of Southern Ontario** developed information sessions that are offered via teleconference to screened-in candidates during external appointment processes. The purpose of the sessions is to provide general information to candidates on the organization as well as tips on how to prepare for the assessment in an appointment process with the federal government.

2.57 Universal Test Design (UTD) ensures that assessment tools are designed and developed from the outset to make tests accessible to a wide range of individuals. Tests written in plain, simple language without unnecessary linguistic complexity benefit all test-takers. Questions are designed to reduce the impact of potential barriers related to working memory, visual scanning and detection. Although universal design does not eliminate test accommodation, it can reduce the need for it. In 2014-2015, the PSC increased awareness of UTD and its impact on accessibility at several events attended by over 600 internal and external stakeholders, including managers, HR advisors and persons with disabilities.

Universal Test Design increases accessibility

The Public Service Commission's (PSC) standardized tests are developed according to the principles of Universal Test Design. In 2010-2011, the PSC introduced changes to its Second Language Evaluation Reading and Writing Tests, which capitalized on some of these key principles. The PSC examined the impact of these changes on the volume of requests for test accommodation and the preliminary results were promising, suggesting that approximately 500 fewer candidates required accommodation on these tests in 2014-2015.

2.58 **Expansion of e-testing to support departments and agencies and reduce costs** – E-testing refers to both PSC Unsupervised Internet Testing (UIT) and PSC on-line assessments administered under supervised conditions at selected computer facilities in PSC regional offices or in other departments and agencies. In 2014-2015, the PSC continued to increase e-testing capacity, with over 500 facilities now in place and close to 1 500 certified public service employees across Canada and abroad qualified to administer e-tests. There has been a steady increase in on-line supervised tests, which now represents 58% of all PSC supervised tests administered, a 4% increase compared to 2013-2014. The volume of PSC UITs increased by 56% from 26 765 in 2013-2014 to 41 737 in 2014-2015. E-tests, whether supervised or unsupervised, now account for 72% of the total amount of PSC standardized tests.

Table 18: Paper/pencil and on-line testing usage, by fiscal year

Type of tests	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015
Supervised paper/pencil tests	50 888	43 534	29 294	36 546	35 850
Supervised on-line tests	35 605	34 449	29 217	42 227	48 908
Unsupervised on-line tests[a]	10 953	24 164	5 658	26 765	41 737
Total tests used	97 446	102 147	64 169	105 538	126 495
% On-line tests	48%	57%	54%	65%	72%

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2015

(a) Excludes departmental tests administered using the On-line Testing Facility platform and the Unsupervised Internet Test of Second Language Writing Skills.

2.59 **Innovation in second language evaluation** – The use of the PSC's Second Language Evaluation (SLE) tests is mandatory for appointments to bilingual positions in the federal public service that are subject to the PSEA. The PSC makes ongoing efforts to ensure that the test results accurately reflect language ability and that test content is protected. The PSC implemented mandatory e-testing for SLE in 2013-2014. By leveraging computer-generated testing, the PSC piloted new test questions in the official tests and continued to expand the bank of test items. This reduces the exposure of questions and protects SLE test content.

2.60 In 2014-2015, more than 92% of the PSC's SLE tests were administered on-line. Mandatory e-testing reduces the security risks related to shipping, receiving and storing paper-and-pencil tests. In addition, e-testing helps meet the paperless goals of the Government of Canada. E-testing also reduces the time required both to score tests and communicate test results to HR personnel and hiring managers, therefore contributing to the overall efficiency of test administration.

Second language tests pilot project

As outlined in Destination 2020, the Public Service Commission (PSC), in collaboration with **Public Works and Government Services Canada** (PWGSC), piloted new second language tests, providing more than 100 PWGSC employees with an indication of their second language skills for training purposes. Reading and writing tests were available on-line and an oral test was administered over the telephone by a certified language assessor. Feedback received from participants was positive, and the PSC is looking into broadening the use of these tests in 2015-2016.

2.61 **PSC Unsupervised Internet Testing** allows departments and agencies to identify qualified candidates early on in a staffing process and to improve the quality of hires. It also reduces barriers for persons with disabilities allowing them to take exams at home using their own adaptive technologies. These tests allow for a faster, more cost-effective method of assessment, hence providing hiring managers with the ability to narrow the applicant field while meeting the expectations of job seekers for more rapid decisions. They also support the shift within departments and agencies to electronic platforms. Successful applicants complete these assessments by taking similar tests in a supervised environment. The PSC offers advice and guidance to departments and agencies, including outlining the appropriate points for the use of UIT within a selection process.

Success story using Unsupervised Internet Testing

"Using Public Service Commission's (PSC) Unsupervised Internet Testing (UIT), we screened in 30% of applicants at a fraction of the cost and HR effort required in previous years. The dropout rate on subsequent testing was significantly lower for this pool of applicants who had already succeeded on the UIT. This group of candidates outperformed on all other assessments, proving to be a high-calibre group of candidates. I have since recommended UIT to my other clients and colleagues in HR."

Louise Tremblay,
Employment and Social Development Canada
February 2015

2.62 In addition, the PSC offers unsupervised self-assessment tests for second language writing skills, which are seen only by the applicant. This allows applicants to gauge their own proficiency prior to submitting their application for a position. In 2014-2015, the test was used in over 269 staffing processes for bilingual positions and was accessed by 31 888 applicants, increasing the effectiveness and the efficiency of appointment processes by providing job applicants with a greater understanding of the position's language requirements. The results of this self-assessment are not considered in the appointment process, but provide useful information to candidates about their likelihood of meeting the official language requirements of the position. A candidate must still be assessed through a supervised second language assessment prior to being appointed to a bilingual imperative position.

What job applicants are saying about the unsupervised second language self-assessment

In 2014-2015, some 20 815 out of 31 888 applicants who accessed the unsupervised self-assessment tests for second language writing skills completed a feedback questionnaire on their experience. Of these applicants, 87.4% (18 188) indicated that the test was a valuable experience that gave them a better understanding of candidate testing in the federal public service.

2.63 In 2014-2015, the PSC continued to host standardized e-tests from other departments and agencies on its On-line Testing Facility (OLTF) platform, including the CAF Aptitude Test, the CAF Trait Self Descriptive Personality Inventory and the RCMP's Police Aptitude Battery which are used for general recruitment and placement. Table 19 shows that the volume of organizational tests administered using OLTF increased by 17% in 2014-2015, eliminating the need for departments and agencies to duplicate the testing infrastructure and reducing printing and inventory control costs associated with traditional paper-and-pencil testing.

Table 19: Departmental tests administered using the On-line Testing Facility platform

OLTF Platform	2011-2012	2012-2013	2013-2014	2014-2015
Departmental tests	1 239	3 990	17 808	20 857

Source: Public Service Commission On-line Testing Facility System, as of March 31, 2015

2.64 In 2014-2015, the PSC completed the implementation of the Public Service Entrance Exam (PSEE) with the release of three new supervised tests. The PSEE is a suite of on-line unsupervised and supervised tests used by hiring managers in assessing the reasoning and judgment skills needed at the officer level. The suite is a cost-effective option to help managers identify top talent from across the country and to manage large applicant volumes for both internal and external staffing. The Post-Secondary Recruitment program was the first to adopt the full suite, using the unsupervised tests to increase candidate accessibility and diversity and to reduce the cost and scope of supervised testing.

2.65 **Improvements to the Public Service Resourcing System** – The Public Service Resourcing System (PSRS) is the recruitment system accessed through the federal government's jobs.gc.ca Web site. Designed to process large volumes of applications and facilitate timely pre-screening of applicant qualifications, the PSRS continues to be regularly updated to ensure that all Canadians can apply to job opportunities that are open to the public. In 2014-2015, the federal government's internal staffing system, Publiservice, was consolidated with PSRS, thereby providing employees with a single portal to access all public service job opportunities. This consolidation also laid the foundation for the eventual implementation of the *Veterans Hiring Act*, providing CAF members and veterans with access to internal federal government job opportunities.

2.66 In addition to the system consolidation, improvements focused on simplifying the user experience. The PSC modernized its support for HR staff, with an emphasis on self-service on-line resources, including training information and exercises, complemented by an on-line community of practice. The support model and system improvements were based on user testing, which involved evaluating the ease with which users navigated through the system and performed key tasks.

CHAPTER 3

A non-partisan public service

Highlights

- In 2014-2015, to ensure employee awareness of their legal rights and responsibilities related to political activities, the Public Service Commission (PSC) continued building on tools and conducted outreach with departments and agencies, including the following:
  - Launched the Suite of Political Activities (PA) Tools;
  - Explored new and innovative ways to raise employee awareness by conducting a workshop related to the Suite of PA tools for Designated Political Activities Representatives in departments and agencies;
  - Produced a two-minute animated video explaining the candidacy process by which employees must request and obtain permission from the PSC prior to seeking nomination as, or being, a candidate in an election; and
  - Updated the on-line Political Activities Self-Assessment Tool and the Guidance Document for Participating in Non-Candidacy Political Activities.
- In 2014-2015, the PSC received 133 requests related to candidacy permission from public servants, the second consecutive year in which the PSC has received more than 100 requests.
- A total of 46 requests were received at the federal level; of those 25 represented requests from employees for permission to seek nomination as, or be, a candidate. All decisions rendered by the Commission respected the 30-day requirement prescribed in the *Political Activities Regulations*.

3.1 The Preamble to the *Public Service Employment Act* (PSEA) recognizes that Canada will continue to benefit from a non-partisan public service to which access is merit based and where these attributes are independently safeguarded.

3.2 Under the PSEA, the Public Service Commission (PSC) has specific responsibilities in this respect. First and foremost, the PSC is responsible for ensuring that appointments under[16] the PSEA are free from political influence.

3.3 The political activities provisions set out in Part 7 of the PSEA recognize the right of an employee to engage in any political activity, so long as it does not impair, or is not perceived as impairing, the employee's ability to perform their duties in a politically impartial manner.

3.4 The PSC administers the provisions of the PSEA that relate to the political activities of employees and deputy heads. Specifically, the PSC plays three roles. First, it provides guidance to employees regarding their legal rights and responsibilities related to political activities. Second, it renders decisions regarding permission to seek nomination and be a candidate in federal, provincial, territorial and municipal elections, as well as a leave of absence without pay (LWOP), if applicable. Third, the PSC has exclusive authority to conduct investigations into allegations that employees or deputy heads have engaged in improper political activity. If the investigation establishes that there was improper political activity, the Commission may take any corrective action that it considers appropriate.[17]

3.5 Upholding the non-partisan nature of the public service is the responsibility of all employees, whatever their level and duties. In particular, deputy heads play a leadership role in safeguarding non-partisanship as they oversee the conduct of their employees. The PSC, in collaboration with other stakeholders, plays a key role in ensuring that the public service remains non-partisan.

Non-partisanship in staffing

3.6 A non-partisan public service is one in which appointments are based on merit and are free from political influence, and where employees perform their duties, and are seen to perform their duties, in a politically impartial manner.

3.7 **Political influence in staffing** – Under the PSEA, the PSC has exclusive authority to investigate any allegations of political influence in staffing. Information on PSC investigations in any given year may be found at the end of Chapter 3 and in Chapter 4 of this report.

[16] This excludes Governor in Council (GIC) appointments, which are made by the Governor General on the advice of the Queen's Privy Council for Canada (i.e. the Cabinet), as well as appointments in the five organizations whose enabling legislation stipulates that only the political activities provisions of the PSEA apply to their employees.

[17] If an allegation of improper political activity against a deputy head is substantiated, the Commission shall report its conclusion to the Governor in Council, who may dismiss the deputy head. This does not apply to deputy heads whose removal from office is expressly provided for by an Act of Parliament.

3.8 **Bill C-520: An Act supporting non-partisan agents of Parliament** – At the Standing Senate Committee on National Finance on January 28, 2015, the PSC shared its concerns regarding the proposed Private Member's Bill C-520, *An Act supporting non-partisan agents of Parliament*, which was introduced in the House of Commons on June 3, 2013. The fact that there is no requirement in the PSEA to disclose information on political affiliation as part of the appointment process is, the Commission believes, essential in ensuring confidence, on the part of the public and applicants, in the impartiality and fairness of the merit-based appointment system.

3.9 **Mobility provision for former ministerial staff** – Ministerial staff are hired by ministers pursuant to section 128 of the PSEA. Section 35.2 of the PSEA allows eligible former ministerial staff to apply to advertised internal appointment processes that are open to employees of the federal public service for a period of one year. To be eligible, they must have worked as ministerial staff for at least three consecutive years and have ceased to be employed in that capacity. After their eligibility period, they continue to have access to external job postings. The PSC confirms whether ministerial staff meet the necessary criteria for mobility and provides those who do with electronic access to internal job postings throughout their eligibility period.

3.10 **Mobility provision for persons formerly employed in certain excluded positions at the Office of the Governor General's Secretary** – In line with the mobility provision for former ministerial staff, persons formerly employed in certain excluded positions at the Office of the Governor General's Secretary (OGGS), pursuant to section 4.1 of *Office of the Governor General's Secretary Employment Regulations*, may also participate in advertised internal appointment processes that are open to employees of the public service for a period of one year. The provision applies to eligible persons, hired after September 23, 2010, who have been employed for at least three consecutive years in certain excluded positions after they cease to be employed at the OGGS.

3.11 Similar to the approach for former ministerial staff, the PSC confirms whether former OGGS employees meet the criteria for this mobility provision and provides those who do with electronic access to internal job postings throughout their eligibility period.

3.12 The appointment of former ministerial staff and OGGS individuals into public service positions, like all appointments to the public service, must respect merit.

3.13 Since 2006, the PSC has received a total of 49 requests to confirm eligibility for mobility for former ministerial staff, of which 44 were confirmed. In 2014-2015, the PSC received 10 requests from former ministerial staff. Of these, nine individuals were confirmed and one individual met the three-year criteria but had not ceased to be employed as ministerial staff. No OGGS requests have ever been received.

Political activities by employees

3.14 **Overview of political activities** – The PSC is responsible for administering the political activities provisions of the PSEA. It provides advice and guidance to employees, departments and agencies about political activities and reviews requests for permission to run as a candidate in an election. The PSEA prohibits the PSC from delegating its authority for political activities to deputy heads and limits the political activity of deputy heads to voting.

3.15 The political activities provisions of the PSEA applied to 231 234[18] employees as of March 31, 2015. This includes deputy heads and employees in all departments and agencies to which the PSC has the authority to make appointments (186 634 employees). They also apply to five[19] other organizations whose enabling legislation stipulates that only the political activities provisions of the PSEA apply to their employees (including students only if the organization considers that they are employees), namely the Canada Revenue Agency, the Parks Canada Agency, the Canadian Institutes of Health Research, the Financial Transactions and Reports Analysis Centre of Canada and the National Film Board of Canada (44 600 employees).

3.16 **Political candidacy** – For federal, provincial and territorial elections (section 114 of the PSEA), an employee must request and obtain permission from the PSC prior to both seeking nomination as a candidate, before or during the election period, and being a candidate before the election period. Additionally, they must request, and be granted, a LWOP to be a candidate during the election period. For municipal elections (section 115 of the PSEA), an employee must request and obtain permission from the PSC prior to seeking nomination as, or being, a candidate, before or during the election period.

3.17 The PSC requires sufficient information and time to consider each candidacy request on its own merit, taking into consideration factors such as the nature of the election, the nature of the employee's duties within the context of their organization and the level and visibility of the employee's position.

3.18 The PSC will only grant permission if it is satisfied that seeking nomination as, or being, a candidate will not impair or be perceived to impair the employee's ability to perform their duties in a politically impartial manner.

3.19 The PSC may grant permission to seek nomination as or be a candidate, at the municipal level on the condition that employees be on a LWOP before or during the election period or, if elected, either be on a LWOP for the duration of the mandate or cease to be an employee. A full-time commitment at the municipal level is seen to raise the activity level, profile and visibility of employees, no matter their level, such that permission is conditional on LWOP for the duration of the elected mandate. Permission could also be conditional on operational arrangements, such as not dealing with constituent files or with suppliers or contractors in the municipality.

3.20 If an employee wishes to take part in political activities in support of their nomination or candidacy at the federal, provincial or territorial level, they must inform the PSC in advance. If the PSC is of the view that such activities could raise the employee's visibility and might impair, or be perceived as impairing their ability to perform their duties in a politically impartial manner, it may then make permission conditional on a LWOP for the period or any part of the period during which they undertake such activities.

3.21 An employee ceases to be an employee of the public service on the day on which they are elected in a federal, provincial or territorial election.

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[18] Figures include students, but do not include casual workers, as the latter are not subject to the political activities provisions of the PSEA.

[19] In previous years, this list also included the Public Service Staffing Tribunal, which now forms part of the Administrative Tribunals Support Service of Canada, one of the organizations to which the PSC has the authority to make appointments.

3.22 **Review of requests** – In 2014-2015, the PSC received 133 new candidacy requests related to permission from federal public servants. This is the second consecutive year in which the PSC has received more than 100 requests. All decisions rendered by the Commission in 2014-2015 respected the 30-day requirement in the *Political Activities Regulations*. Table 20 provides an overview of the nature and status of the requests.

Table 20: Status of requests (April 1, 2014 to March 31, 2015)

Level of election	Carried forward from 2013-2014 Decisions rendered in 2014-2015	New candidacy requests received in 2014-2015					
		Permission granted	Permission previously granted still applies	Permission not granted	Requests withdrawn prior to PSC review	Requests pending PSC review	Total 2014-2015 new candidacy requests
Federal	2 (granted)	36[a]	1	1	3	5	46
Provincial	1 (granted)	16[b]	0	0	1	0	17
Territorial	0	0	0	0	0	0	0
Municipal	4 (granted)	55[c]	8	0	6[e]	1	70
Total	**7**	**107**	**9[d]**	**1**	**10**	**6**	**133**

Source: Public Service Commission Internal Tracking System

(a) Twenty requests related to a leave without pay (LWOP) as a condition of permission previously granted to allow for campaigning activities prior to the election period.

(b) Nine requests related to LWOP as a condition of permission previously granted to allow for campaigning activities prior to the election period.

(c) Two requests related to LWOP as a condition of permission for campaigning activities prior to the election period for full-time elected municipal office.

(d) Nine requests related to an analysis of a change of circumstances for employees who had previously been granted permission. One request at the municipal level led to an additional condition.

(e) One request related to an employee who had been a candidate in a municipal election without requesting and obtaining permission. The employee was not elected and no analysis was conducted.

3.23 **Municipal elections** – In 2014-2015, fixed-date municipal elections were held in five provinces (British Columbia, Saskatchewan, Manitoba, Ontario and Prince Edward Island) and in two territories (Nunavut and the Northwest Territories). However, the PSC also received requests for municipal by-elections in four provinces (New Brunswick, Newfoundland and Labrador, Saskatchewan, and Ontario).

3.24 **Municipal requests** – In 2014-2015, municipal requests represented the majority of new candidacy requests received by the PSC (70 out of 133, or 53%). A total of 105 requests (68%) were made by employees who had not previously requested permission. The majority of requests were for the Ontario municipal election held on October 27, 2014 (37 out of 70, or 53%).

3.25 **Provincial and territorial elections** – In 2014-2015, elections were held in three provinces (Ontario, Quebec and New Brunswick). Of the 17 requests received, six requests were received for New Brunswick and one for the election in Ontario. No requests were received during this review period for the Quebec provincial election held on April 7, 2014. The remaining 10 requests were received for the upcoming 2015 fixed-date provincial elections in Saskatchewan, and Newfoundland and Labrador, as well as for the Alberta provincial election held on May 5, 2015. There was one request received for the Manitoba provincial election to be held on April 19, 2016. There were no territorial elections held in 2014-2015.

3.26 **Federal election** – In 2014-2015, the PSC received a total of 46 requests at the federal level. Of those, 25 were requests from employees seeking nomination as or to be a candidate. Twenty requests pertained to making permissions that were previously granted conditional on LWOP for campaigning activities prior to the election period for these same employees; and one related to the PSC conducting an analysis related to a permission that was previously granted, given a change to the employee's public service duties.

Non-candidacy political activities

3.27 The political activities provisions set out in Part 7 of the PSEA recognize the right of an employee to engage in any political activity, so long as it does not impair, or is not perceived as impairing, the employee's ability to perform their duties in a politically impartial manner.[20] Employees do not need permission from the PSC to undertake non-candidacy political activities such as, "carrying on any activity in support of, within or in opposition to a political party" and "carrying on any activity in support of or in opposition to a candidate before or during an election period." However, employees are responsible for examining their specific circumstances to assess and make an informed decision about whether engaging in a given non-candidacy political activity would impair, or could be perceived as impairing, their ability to perform their duties in a politically impartial manner.

3.28 To help keep employees informed of their legal rights and responsibilities related to political activities, the PSC conducted outreach activities and worked in close collaboration with departments and agencies. It also continued to develop and enhance tools to ensure employee awareness.

Awareness and outreach

3.29 **Awareness** – The most recent Survey of Staffing collected data from questions related to political activities, including employee participation in non-candidacy political activities and their degree of awareness of, and the extent to which their organization keeps them informed of, their legal rights and responsibilities regarding political activities. The Survey was sent to employees of departments and agencies that conduct their staffing in accordance with the PSEA and that had at least 350 employees on the last day of the reference period which dated from October 1, 2012, to December 31, 2013. The five organizations whose enabling legislation provides that the political activities provisions of the PSEA apply to their employees do not fall within the scope of the Survey.

[20] The PSEA limits the political activity of deputy heads to voting.

3.30 In 2014-2015, the PSC further analyzed the Survey data. Highlights of this analysis included the following:

- The proportion of employees indicating that they were aware of their legal rights and responsibilities with respect to political activities increased from 73% in 2012 to 75% in 2013;
- More managers and supervisors were aware than other employees, at 85% vs. 73%;
- The proportion of employees indicating that their organization keeps them informed of their legal rights and responsibilities went up, from 65% in 2012 to 67% in 2013; and
- The proportion of employees engaged in non-candidacy political activities decreased from 7% in 2012 to 4% in 2013.

3.31 The PSC also shared with departments and agencies the Survey of Staffing results related to their employees' awareness of their legal rights and responsibilities with respect to political activities and will offer assistance to those with lower averages of awareness.

Employee awareness and political activities by tenure

The data from the most recent Survey of Staffing show that the level of employee awareness of their legal rights and responsibilities regarding political activities is positively related with their accumulated experience within the federal public service. For example, 82% of employees with 20 or more years of experience possess a higher level of awareness, as compared to their counterparts with 10 to 19 years (76%), 3 to 9 years (72%), 1 to 2 years (68%), and less than a year (67%).

The data further reveal that participation in non-candidacy political activities tends to gradually decline with employee tenure within the federal public service. For example, only 3.5% of public servants with 20 or more years of experience participated in non-candidacy political activities, compared to 4% for employees with 3 to 19 years of service), 4.5% for employees with 1 to 2 years, and 5.4% for employees with less than a year of service respectively.

3.32 In 2015-2016, the PSC will focus outreach activities to new employees with fewer years of experience working in the federal public service to help them understand their legal rights and responsibilities related to political activities.

3.33 **Outreach** – In its 2013-2014 Annual Report, the PSC committed to building on tools and outreach with departments and agencies in 2014-2015 to ensure that employees are aware of their legal rights and responsibilities related to political activities.

3.34 In 2014-2015, to assist departments and agencies with their outreach activities and ensure employee awareness regarding political activities, the PSC developed and launched its Suite of Political Activities Tools. The Suite includes the following:

- **Video – *Candidacy Process*:** A short animated video, produced by the PSC, that explains the process by which employees request and obtain permission from the PSC prior to seeking nomination or being a candidate in an election. This innovative video is designed to provide a quick overview of the candidacy process and create interest for viewers to seek further information.

- **Political Activities Quiz:** An on-line, interactive tool providing a series of 10 multiple choice questions to test employees' awareness of their legal rights and responsibilities. This tool is often used during employee information sessions.
- ***Political Activities and You* brochure:** An on-line or paper brochure providing information on both candidacy and non-candidacy related political activities. It can be used in orientation sessions and included in new employee information packages.
- **Political Activities Self-Assessment Tool:** An on-line self-assessment tool to assist employees in making an informed decision on whether to participate in non-candidacy related political activities.
- **Guidance Document for Participating in Non-Candidacy Political Activities:** A reference document providing information on non-candidacy political activities, best used in conjunction with the Political Activities Self-Assessment Tool.
- **Video – *Political Activities: Make an Informed Decision!*:** A two-minute animated video produced by the PSC to provide guidance to employees regarding their participation in political activities to support or oppose a candidate or political party.
- **Political Activities Myth Busters:** An on-line interactive tool intended to raise employees' awareness by providing a series of 12 brief statements that are either a myth or a fact, followed by an explanation.

Suite of Political Activities Tools – Usage statistics

***Political Activities and You* brochure:** Approximately 13 000 brochures have been distributed since 2010.

Political Activities Self-Assessment Tool: Completed 1 661 times in 2014-2015; completed a total of 3 961 times between its launch in March 2013 and March 31, 2015.

Political Activities Quiz: Completed 249 times in 2014-2015; completed a total of 5 065 times between its launch in the fall of 2012 and March 31, 2015.

3.35 In 2014-2015, to explore new and innovative ways to raise employee awareness within their organizations, the PSC conducted a successful workshop for Designated Political Activities Representatives in departments and agencies on the Suite of Political Activities Tools. Every participant said that the workshop was relevant and created a forum that allowed them to share best practices about the use of the tools within their organizations. Seventy-eight percent of them agreed that the workshop generated new and innovative ways in which the tools could be adapted to meet their needs.

3.36 To promote the use of its Suite of Political Activities Tools, as part of its communications strategy, the PSC delivered presentations to various stakeholders which will continue throughout 2015-2016.

3.37 The PSC continued to provide deputy heads and heads of human resources with information regarding political activities, including upcoming elections, for distribution to employees. The PSC also continued to liaise with provincial and municipal election authorities and associations to provide information about federal public service employees' legal rights and responsibilities related to political activities, for use in their publications and on their Web sites.

3.38 To identify areas in their curriculum where political activities-related information could be added or enhanced, the PSC continued to work in partnership with the Canada School of Public Service (CSPS). In 2014-2015, political activities content was added to two human resources courses: Staffing for Staffing Specialists and Staffing for Staffing Assistants. Further, political activities content was revised for one of the Authority Delegation Training courses, as well as the Orientation to the Public Service course. Political activities learning material is now included in 13 courses at the CSPS. As the CSPS revises its curriculum, the PSC will continue to work in close collaboration to enhance political activities content in CSPS courses.

Investigations into political activities of employees

3.39 **Authority –** Under the PSEA, the Commission has exclusive authority to conduct investigations into allegations that an employee has failed to comply with subsections 113(1), 114(1) to (3) or 115(1) of the PSEA, that is, that they engaged in improper political activity.

3.40 **Approach: Improper political activity related to municipal candidacy –** In low-risk municipal candidacy cases, such as an employee not requesting permission prior to registering as a candidate or not adhering to certain conditions of permission that was previously granted, the PSC may decide, based on the information available at the time of review, not to refer such cases of non-compliance for jurisdictional analysis. This administrative approach has allowed the PSC to focus its resources on informing and educating employees about their legal rights and responsibilities related to political activities. However, this does not preclude the PSC from investigating allegations of improper political activity related to municipal candidacy addressed under this approach if additional information comes to light.

3.41 During 2014-2015, the PSC reviewed eight cases. Each file was examined on a case-by-case basis and it was determined, based on the information available at the time, that none would be referred for jurisdictional analysis. However, the employees were reminded in writing of their responsibility to request permission for candidacy each time they wish to seek election and to respect any associated conditions.

Table 21: Approach: Improper political activity related to municipal candidacy

Fiscal year	Number of cases reviewed	Cases referred for jurisdictional analysis	
		Yes	No
2014-2015	8	0	8
2013-2014	19	3	16
2012-2013	14	0	14
2011-2012	2	0	2
Total	**43**	**3**	**40**

Table 22: Public Service Commission investigations into allegations of improper political activity

Number of active cases carried over from previous years	4
Number of requests received in 2014-2015	4
Total number of active cases in 2014-2015	8
Number of cases completed in 2014-2015	8
Number of cases closed at intake[a]	3
Number of cases discontinued after referral to investigation	1
Number of investigations unfounded	0
Number of investigations founded	4
Number of active cases remaining as of March 31, 2015	0

Source: Public Service Commission Investigations Management Information System

(a) Cases closed due to unreasonable grounds (3).

3.42 Four investigations into allegations of improper political activity were completed in 2014-2015. In all cases, the allegations were founded.

Case summary 1 (under section 118 of the *Public Service Employment Act*)

Improper political activity: Municipal election – Failed to seek permission from the Commission prior to seeking nomination as, or being, a candidate

This investigation, conducted pursuant to section 118 of the PSEA, was to determine whether an employee failed to comply with subsection 115(1) of the PSEA, by seeking nomination as, or being, a candidate in a municipal election before or during the election period, without first having requested and obtained permission from the Commission to do so.

A request for permission was submitted to the PSC, for which the employee was granted permission. However, information obtained led the PSC to believe that the employee may have engaged in improper political activity prior to seeking permission.

The investigation found that there were numerous media citations dispersed over five months *prior* to the PSC receiving a request for permission, announcing the employee's involvement, and eventual candidacy, in a municipal election. In the past, the organization had a discussion with the employee regarding some political comments that the employee had posted on social media. The employee maintained that the more recent media announcements concerning their intention to run as a municipal candidate were as a result of media leaks without the employee's consent, and that they had not engaged in candidacy activities until after they received permission from the Commission.

The evidence showed that the employee failed to comply with subsection 115(1) of the PSEA by seeking nomination as, or being, a candidate in a municipal election before or during the election period, without having first requested and obtained permission from the Commission to do so.

After the investigation, the Commission ordered that the following corrective actions be taken:

- A letter be sent to the employee and the deputy minister of their home organization informing them that the employee failed to comply with subsection 115(1) of the PSEA. The letter is to be kept in the employee's personnel record for a period of two years;
- Within six months, the employee must complete a course on values and ethics; and
- Within six months, the employee must learn about the political activities regime applicable to federal public servants and become familiar with the Suite of Political Activities Tools available on the PSC Web site.

Case summary 2 (under section 118 of the *Public Service Employment Act*)

Improper political activity: Not related to candidacy

This investigation, conducted pursuant to section 118 of the PSEA, was to determine whether an employee, occupying the position of director, failed to comply with subsection 113 of the PSEA by engaging in political activities that impaired, or were perceived as impairing, their ability to perform their duties in a politically impartial manner. This investigation was completed in 2013-2014; however, the Commission made the decision this fiscal year to publish a summary of the investigation on the PSC Web site, in accordance with the Commission's discretionary authority under section 14 of the *Political Activities Regulations*.

Following an administrative inquiry into the organization's internal professional standards, the organization forwarded to the PSC information indicating that the employee, as a member of the executive of a political party association, used a computer and the computer network of the organization to perform work for the association.

In their capacity as director, the employee was responsible for providing office space to organizational employees in a region. The nature of the employee's public service duties provided a certain level of visibility in the community in that they sometimes dealt directly with private sector building owners.

The employee had been a member of the political party association executive for a number of years and held the volunteer position of association secretary for just over three years.

The evidence showed on the balance of probabilities that the employee engaged in political activities in support of a political party and a candidate when they revised and translated the association's agenda using the organization's computer resources and performed the duties of secretary of the association's executive.

Further, given the nature of the employee's duties in the organization, the level and visibility of their position, the nature of the political activities in which the employee engaged and the materiality of the organization's mandate, the evidence showed that the political activities in which the employee engaged were perceived as impairing their ability to perform their duties in a politically impartial manner. As a result, the employee did not comply with subsection 113(1) of the PSEA.

The employee retired from the federal public service during the course of the investigation. The Commission ordered that the following corrective action be taken:

- For a period of three years, the employee must notify/obtain the Commission's written approval before accepting any position or work within the federal public service.

3.43 **Corrective actions following founded investigations** – Following an investigation under section 118 of the PSEA, when employees fail to comply with subsections 113(1), 114(1) to (3) or 115(1) of the Act, the Commission may take any corrective action that it considers appropriate. Corrective actions are determined on a case-by-case basis.

3.44 Since the coming into force of the PSEA in 2005, the Commission has ordered a range of corrective actions, including, but not limited to, the following: recovery of pay; requirement to attend training; requirement that a letter be sent to the employee and a copy of that letter sent to the deputy head and placed in the employee's file; requirement to obtain the Commission's approval prior to returning from LWOP; or requirement to be placed on a LWOP.

3.45 Table 23 indicates the corrective actions ordered by the Commission over the past three years:

Table 23: Corrective actions ordered for founded cases of improper political activity, over the last three fiscal years[a]

	2012-2013	2013-2014	2014-2015	Total
Letter sent to deputy head and placed on employee file for two years	2	2	2	**6**
Values and ethics training	1	0	1	**2**
Recovery of pay	1	0	0	**1**
Three-year approval clause[b]	0	1	0	**1**
Investigation report and Record of Decision sent to deputy head	0	1	0	**1**
Become familar with the political activities regime of the federal public service via the PSC Web site and notify the PSC once completed	0	0	1	**1**
Provide a copy of the minutes of all municipal council meetings	0	0	1	**1**

Source: Public Service Commission Investigations Management Information System

(a) The number of corrective actions may not necessarily match the number of founded investigations as multiple corrective actions can be ordered for a single file or a file may not require corrective actions.

(b) For a specific period, the requirement to obtain the Commission's written approval before accepting any position or work within the federal public service.

CHAPTER 4

Oversight: Monitoring, audits and investigations

Highlights

- The Public Service Commission (PSC) has established an oversight framework that provides information on the integrity of the staffing system by systematically examining the different parts of the system.
- Deputy heads are accountable to the PSC for the exercise of delegated staffing authorities. The PSC has noted that the staffing system is functioning effectively and has continued to improve over time. In 2014-2015 most departments and agencies succeeded in demonstrating an acceptable level of performance in the three key areas that were assessed: the management of priority entitlements; official languages in the appointment process; and ongoing improvement. Continued improvement in the quality and follow-up to monitoring has also been noted.
- In approximately 93% of appointments audited this year, the organization was able to demonstrate that the person appointed met the qualifications established for the position being staffed. Six of the organizations audited this year were able to demonstrate in all of their appointments that the person appointed met the qualifications.
- PSC monitoring results indicate that organizations are monitoring the management of priority entitlements, and all organizations audited were found to have considered persons with a priority entitlement prior to making an appointment.
- Following broad consultation and discussion with small and micro organizations, the PSC revised its approach to audits of these organizations in a way that is adapted to their unique size, level of risk and context.
- The majority of founded PSC investigations dealt with allegations of fraud.
- In response to the recommendations of the 2013 external panel review of the PSC's investigations function, the PSC continues to make progress on implementing enhancements to the investigations function as they are prioritized and developed.
- As the staffing system and capacity within delegated departments and agencies matures, the PSC continues to adjust and refine the way in which it undertakes oversight. The future oversight model will need to reflect not only forthcoming changes to the PSC's policy and delegation frameworks, but also the maturing of staffing systems and capacity within delegated departments and agencies. All changes will recognize and emphasize the important role of deputy heads, in partnership with the PSC, in ensuring the health and integrity of the staffing system.

4.1 The Preamble to the *Public Service Employment Act* (PSEA) emphasizes the importance of both delegation and accountability in successfully implementing a flexible staffing environment. The Public Service Commission (PSC) is ultimately accountable to Parliament for the overall integrity of the staffing system, while deputy heads are accountable to the PSC for how delegated authorities are exercised in their organizations. As a result, both deputy heads and the PSC are responsible for the overall success of the staffing system.

4.2 As the staffing system and capacity within delegated departments and agencies mature, the PSC continues to refine the way in which it undertakes oversight. This refinement involves developing and renewing the existing model as well as re-examining the oversight model moving forward.

4.3 The PSC assures itself of the integrity of the staffing system through its oversight framework as well as its regulatory authority and policy-setting function. The oversight framework provides information on the integrity of the staffing system by systematically examining the different parts of that system, and is comprised of three important and integrated oversight mechanisms: monitoring, audits and investigations.

4.4 Monitoring is an essential source of information to help deputy heads and the PSC gain a better understanding of the health and management of the appointment system. It identifies areas where action is required to improve staffing management and performance and contributes to improving the health of the public service staffing system.

4.5 The PSC conducts audits to inform deputy heads and Parliament of how delegated appointment authority is being managed in organizations and whether appointments are being made on the basis of merit. Audit results contribute to the deputy heads' understanding of the governance, controls and staffing risks within their respective organizations. Where appropriate, recommendations are included in the audits to help organizations address issues and make improvements to their staffing practices, provide information on ongoing staffing issues, and contribute to learning and improving system-wide performance.

4.6 Investigations allow the PSC to protect merit and safeguard the integrity of appointment processes. The PSC conducts investigations into processes that may have included instances of error, omission, improper conduct, fraud or political influence. The PSC also conducts investigations into allegations of improper political activity by public servants in order to maintain political impartiality in the public service. In cases where PSC investigations are founded, the Commission may take any corrective action that it considers appropriate, which may include revoking an appointment or dismissing an employee, in cases of improper political activity.

4.7 Collectively, the integrated results of these three oversight mechanisms allow the PSC to report to Parliament on the overall integrity of the staffing system, as well as provide feedback to deputy heads and promote learning about staffing practices to strengthen staffing performance. The PSC also uses these integrated oversight results to refine its policy framework and related guidance and to support delegated departments and agencies.

4.8 In terms of improving the existing oversight model, the PSC, following broad consultation and discussion with small and micro organizations, revised its approach to auditing these organizations in a way that is adapted to their unique size, level of risk and context. In addition, the PSC is continuing to take action in response to the report submitted by the external panel that conducted a review of its investigation function in 2013.

4.9 At the same time, as a result of the examination of its policy and delegation frameworks, and the maturing of the staffing system and capacity within delegated departments and agencies over the past nine years, the PSC will continue to enhance and renew its oversight model in 2015-2016. The renewed approach will recognize the role of both the PSC and deputy heads in monitoring the health and integrity of the staffing system, and provide for monitoring that is more targeted to organizations.

Monitoring

4.10 Monitoring represents the first line of oversight and is a key way for deputy heads to detect and correct errors early, identify and mitigate risk, and improve staffing performance so organizational goals can be achieved. Monitoring enables both deputy heads and the PSC to gain valuable insights on the staffing activities and practices occurring within the public service. Further, it assists deputy heads to identify areas of concern within their own organizations, in order to take the preventive measures and actions needed to continuously improve their own staffing management and performance.

4.11 In 2014-2015, organizations were required to report to the PSC on three key areas that presented a risk to the overall integrity of the staffing system:

- **Management of priority entitlements** – Organizations were expected to monitor the effectiveness of their approach to ensuring that priority clearance was obtained before any other appointment process was initiated, and that the essential qualifications and conditions of employment used to make an appointment were the same as those used to obtain priority clearance;
- **Official languages in the appointment process** – The PSC expected organizations to monitor the use of the *Public Service Official Languages Exclusion Approval Order* and Regulations and the use of the Second Language Evaluation (SLE) confirmation period, as necessary, and to address cases to ensure the prescribed time periods were respected; and
- **Ongoing improvement** – Organizations were expected to improve their staffing management and performance by acting on the results of monitoring, audits and investigations.

4.12 The PSC uses the information received from organizations' self-assessments, as well as information at its disposal, such as data on the time it takes to register and to assess persons with a priority entitlement, and incorporates the results of PSC audits and investigations into its assessment of the health of the public service staffing system.

Table 24: Overall results for 2014-2015

Indicators	% of organizations which met expectations
Monitoring	
> Priority entitlements	90.9%
> Official languages qualifications in staffing	87.1%
Ongoing improvement	
Ongoing improvement	95.5%

4.13 The majority of organizations succeeded in demonstrating ongoing improvement by acting on their internal monitoring results, PSC's audit recommendations and feedback from previous years, as well as the results of investigations. A total of 84% of organizations reported having a staffing plan and of these, 54% updated their staffing plan in 2014-2015 to support the future direction and strategic goals of the organization.

4.14 The overall monitoring results for 2014-2015 indicate continued strong results in terms of the percentage of organizations meeting each indicator. The results reinforce the importance of ongoing monitoring to maintain continuous improvement and the effectiveness of the staffing system.

Looking to the future

4.15 Over the past few years, the PSC has observed that, for the most part, organizations have put the key elements in place for effective management of staffing and their performance in this area has consistently continued to improve. Given the maturation of the staffing system in the public service, the PSC recognizes that it is the organizations themselves that are now best positioned for timely detection and correction of staffing issues, and will expect them to do so. Accordingly, to support organizations in this shift, the PSC will continue to develop new tools and approaches that better respond to the varying needs of organizations.

4.16 In order to enable organizations to continue to improve their own staffing management and performance, the PSC will offer more ongoing assistance and will increase interactions with organizations throughout the public service. Improvements to each individual organization's unique staffing management practices will result in improvements to the public service staffing system overall.

Audits

4.17 Audits provide information to departments, agencies and Parliament on the integrity of the staffing system. PSC audits are an important part of the feedback loop that underpins deputy heads' understanding of staffing risks, controls and governance within their organizations.

4.18 A total of 63 organizational audits have been completed over the past seven years on organizations under the PSEA. To ensure a balanced view of staffing in the federal public service, throughout the audit cycle, a mix of departments and agencies — selected based on size and identified risks — are audited each year.

4.19 The Audit Plan for 2014-2015, published in the PSC's 2013-2014 Annual Report, identified a total of 16 organizational audits, and one follow-up audit. In 2014-2015, the PSC completed 13 organizational audits. Information on the PSC's audit and engagement plan for 2015-2016 can be found in Appendix 4. This plan reflects a transition to the new oversight model resulting from the PSC's review of policies and the delegation framework. An updated plan will be published in 2016-2017.

4.20 The organizational audits conducted in 2014-2015 are published as part of the PSC Annual Report. The PSC audit reports for 2014-2015 include the following organizations:

- Agriculture and Agri-Food Canada;
- Canadian Heritage;
- Citizenship and Immigration Canada;
- Treasury Board of Canada Secretariat;
- Veterans Review and Appeal Board;
- Office of the Registrar of the Supreme Court of Canada;
- Western Economic Diversification Canada;
- Office of the Commissioner of Lobbying of Canada;
- Farm Products Council of Canada;
- Military Grievances External Review Committee;
- Civilian Review and Complaints Commission for the Royal Canadian Mounted Police;
- Status of Women Canada; and
- Federal Economic Development Agency for Southern Ontario.

4.21 **Relying upon the results of organizations' internal reviews or audits** – In some instances, the PSC may be able to rely upon and accept the results of an organization's internal reviews or audits. In 2014-2015, the PSC found that an adequate basis existed to establish reliance on the comprehensive monitoring of appointments exercise performed by Citizenship and Immigration Canada. The PSC encourages organizations to undertake a periodic comprehensive, risk-based assessment of staffing activities that meets their unique requirements.

Noteworthy practice

Citizenship and Immigration Canada (CIC) conducted a comprehensive monitoring of appointments exercise to assess its staffing framework and practices. This exercise was based on a *Self-Assessment of Staffing Activities Tool* that identified key compliance requirements and included objectives and criteria similar to those used by the Public Service Commission (PSC) to perform organizational audits. Following the completion of its monitoring of appointments, CIC prepared a report that included key observations as well as recommendations to address issues identified. The PSC found that CIC had adequately addressed issues identified through its monitoring exercise. Such a monitoring exercise makes it possible to identify what is working well, to detect issues that should be corrected in a timely manner, to manage and minimize risk and to improve staffing performance.

4.22 **Approach to auditing small and micro organizations** – In 2014-2015, the PSC undertook broad consultations with deputy heads of small and micro organizations on the renewal of its approach to these organizations. Given the nature, size and scope of small and micro organizations, it can be challenging for these organizations to meet requirements in the same way as larger ones.

4.23 Small and micro organizations often have highly specialized mandates, have few employees and undertake a low number of appointment activities. Some of these organizations have limited human resources capacity and many use external service providers. Given a limited number of staff to draw upon, they often need to act quickly to fill vacancies of experts in critical positions.

4.24 Taking these factors into consideration and with a desire to provide greater support to deputy heads of small and micro organizations, the PSC has been reviewing its expectations of these organizations. As an immediate step, the PSC renewed its audit methodology, including the scope and frequency of its audits, to ensure that it is adapted to the size, level of risk and unique context of these organizations.

4.25 The PSC's renewed approach to auditing small and micro organizations, which was piloted in 2014-2015, focused on the most commonly reported risk areas for organizations of this size. The audits reviewed the management of sub-delegation, organizational capacity to support staffing, whether the organization was able to demonstrate that appointments were based on merit, and whether persons with a priority entitlement were considered prior to appointments being made.

Audit observations

4.26 The objectives of the audits are to determine whether the organization has an appropriate framework, practices and systems in place to manage its appointment activities, and to determine if appointments and appointment processes in the organization comply with the PSEA, any other applicable statutory and regulatory instruments, the PSC's Appointment Framework, including the Appointment Delegation and Accountability Instrument, and the organization's own appointment policies.

4.27 Similar to the findings in previous years, the 2014-2015 audits found that most of the key elements of the appointment framework were in place and, in the majority of appointments, organizations demonstrated that the person appointed met the qualifications established by the deputy head. However, a few areas for improvement were identified. These areas are outlined in the following section to support learning and continuous improvement across the staffing system.

Observations on appointment frameworks

4.28 **Sub-delegation of appointment authorities** – A clear and well-managed sub-delegation instrument and process are important for organizations to ensure that hiring managers meet the conditions of sub-delegation as established by the deputy head, that they are adequately trained and that they fully understand their sub-delegated authorities. Effective controls can help ensure that the conditions surrounding sub-delegation of authority are respected.

4.29 The 2014-2015 audits found that nearly all of the organizations audited had established sub-delegation instruments and had identified the conditions that hiring managers had to meet to exercise their sub-delegated appointment authority. As in previous years, one area for improvement identified among some organizations is in the implementation of controls surrounding sub-delegation.

4.30 For example, deputy heads are responsible for establishing the training requirements that managers must satisfy prior to receiving sub-delegated appointment authority. While most organizations established controls to ensure that this training was completed, there is room for improvement in some organizations in how the controls are implemented as they were not always effective in helping the organization ensure that managers had completed the training prior to receiving sub-delegated authority.

4.31 The PSC will continue to work with departments and agencies to help them assess the effectiveness of the controls that have been put in place that govern the sub-delegation of appointment authorities.

4.32 **Monitoring** – Monitoring is an ongoing process that allows deputy heads to assess staffing management and performance related to appointments and appointment processes. Monitoring makes it possible to identify what is working well, to detect issues that should be corrected, to manage and minimize risk and to improve staffing performance.

4.33 The 2014-2015 audits found that all medium and large organizations had implemented monitoring mechanisms, such as reviews of appointment processes and practices. This monitoring was undertaken to help ensure that the exercise of delegated and sub-delegated authorities and appointment decisions were compliant with legislation, regulations, and policy requirements. Organizations also demonstrated that the results of monitoring activities were communicated to senior management, and that actions were taken to address any issues.

4.34 The PSC recognizes the important role that ongoing monitoring of staffing can play in detecting and correcting staffing issues. Going forward, the PSC will continue to support organizations to monitor their staffing management frameworks and appointments based on their context and capacity, while minimizing requirements for delegated organizations to report to the PSC.

Observations on appointments

4.35 **Merit** – In approximately 93% of appointments audited this year, the organization was able to demonstrate that the person appointed met the qualifications established by the deputy head. Overall, six of the organizations audited this year were able to demonstrate in all of their appointments that the person appointed met the qualifications. In the remaining organizations, there were a few instances where merit was not demonstrated. The term "merit not demonstrated" is used where there is insufficient evidence to determine whether some, or all, of the merit criteria used to make the appointment have been met.

4.36 While merit was demonstrated in almost all of the appointments reviewed this year, some of the reasons why merit could not be demonstrated include: missing information, such as proof of educational credentials, resulting in essential qualifications not being fully assessed; essential qualifications being assessed several months after an appointment was made; and second language evaluation results not being valid at the time of the appointment.

4.37 Although the audits found that merit was demonstrated in most cases, it remains important that the results of the assessment of the merit criteria be documented and made available to substantiate the appointment decision. To assist departments and agencies in documenting their appointment decisions, the PSC is proposing to clarify the minimum documentation requirements as part of the renewal of its policy framework.

4.38 **Consideration of persons with priority entitlements** – The PSEA and the *Public Service Employment Regulations* provide entitlements for certain persons who meet specific conditions to be appointed in priority to others, if qualified. As part of this year's audits, the PSC continued to verify whether these entitlements and the PSC's policy expectations were respected.

4.39 The audits assessed whether organizations obtained a priority clearance number prior to making an appointment; that persons with a priority entitlement who were referred were assessed by the hiring manager; and whether the same criteria, such as essential qualifications, position requirements and tenure that were used in the request for priority clearance were also used to make the appointment. In addition, the PSC also reviewed whether persons with a priority entitlement were considered for positions before an organization initiated an appointment process.

4.40 All of the organizations audited in 2014-2015 were found to have considered persons with a priority entitlement prior to making an appointment. This is the first time that the PSC has observed full compliance among all appointments reviewed and this finding could indicate that the system is performing very well in understanding and respecting both legal and policy requirements. However, the audits did find specific situations where organizations did not seek priority clearance before proceeding with an appointment process, for example, for appointments from a pre-existing pool. It is important that hiring managers consider persons with a priority entitlement and seek priority clearance as early as possible and before proceeding with an appointment process, as it helps ensure that optimal consideration has been given to individuals with a priority entitlement. As a result of these audit findings, the PSC will work in 2015-2016 to clarify its expectations of how this policy requirement should be implemented.

4.41 In four organizations, the audits identified differences between the statement of merit criteria used for the appointment decision and the merit criteria that were used for the priority clearance request. Deputy heads should continue to ensure that information used to obtain priority clearance (e.g. merit criteria, tenure) is the same information that is used to make an appointment to a position.

4.42 **Information on appointment processes** – Inaccurate information can have an impact on the decision of potential applicants to apply, or of persons in the area of selection to avail themselves of their recourse rights. In four organizations, the audits identified appointments where there were significant differences between the English and French versions of the statement of merit criteria used in job advertisements. Deputy heads should continue to ensure that information about appointments is the same in both official languages.

4.43 **Additional terms and conditions on delegation** – Depending on the conclusions drawn from an audit, the PSC may provide an organization with recommendations for improving its staffing practices and ensuring compliance with legislative, regulatory and policy requirements. Further, depending on the issues raised, the PSC may take additional action, including working with the organization to address the issues or imposing additional terms and conditions on the delegation to these organizations.

4.44 The deputy heads of the departments and agencies that were audited this year have provided the PSC with an action plan in response to its audit recommendations, where recommendations had been issued.

4.45 The PSC also supports departments and agencies audited by providing them with advice and ongoing assistance in implementing their action plans. The PSC assists organizations in the following ways:

- Developing clear and comprehensive action plans further to an oversight activity (e.g. audit, investigation, monitoring);
- Building their capacity in various aspects of staffing management such as monitoring and reporting on staffing to senior management;
- Addressing recurrent issues raised in monitoring reports; and
- Developing/refining and implementing a staffing monitoring program, tools and other control mechanisms.

Looking to the future

4.46 **Evolution of audit approaches** – Over the coming year, the PSC will be developing an approach to conducting a government-wide compliance audit which could provide system-wide intelligence on how the staffing system is performing. The PSC will also be updating its audit methodology to integrate changes resulting from the renewal of its appointment and delegation frameworks. These updates are expected to help ensure that PSC audits continue to focus on key risk areas and support continuous system-wide improvement in staffing.

4.47 **Publishing audit reports** – Currently, audit reports are published at the same time as the tabling of the PSC's Annual Report. By linking audits to the Annual Report, which is confidential until it is tabled in Parliament, the audit reports themselves must also be treated as confidential. This can mean that some organizations are not able to formally act on the audit's recommendations until the Annual Report has been tabled. To enable more timely feedback to organizations and Parliament and to support improvements to the staffing system, the PSC is currently exploring alternative approaches to publishing its audit reports.

Investigations

4.48 The investigations function plays an important role in the PSC's accountability to Parliament by helping safeguard the integrity of appointments and oversee the political impartiality of the federal public service.

4.49 **Authority of the Commission** – Part 5 of the PSEA provides the Commission with the authority to conduct investigations into appointment processes. This includes:

- Section 66: Merit, errors, omission or improper conduct in external appointment processes;
- Subsections 67(1) and (2): For non-delegated appointments, or errors, omission or improper conduct in internal appointment processes at the request of a deputy head;
- Section 68: Suspicion of political influence in any appointment process; and
- Section 69: Suspicion of fraud in any appointment process.

PSC outreach: Cases that should be referred to PSC Investigations

In the latter half of 2014-2015, the Public Service Commission (PSC) delivered 24 information sessions to human resources personnel on the types of cases that should be referred to it for investigation. Over 315 participants from 35 different organizations attended these sessions, which were well-received.

The information sessions were designed to enhance the understanding of organizations with regard to their responsibility to refer cases to the PSC for investigation under specific circumstances. Emphasis was placed on the exclusive authority of the PSC to investigate external appointment processes, as well as any appointment process that the PSC has reason to believe was not free of political influence or fraud. The sessions also included a review of observations that have emerged from investigations conducted by the PSC. Session participants had the opportunity to analyze fictitious scenarios and to discuss issues that they experienced within their own organizations.

4.50 **Volume of investigations** – As indicated in Table 25, the PSC's Investigations Branch received 254 new requests to investigate appointment processes in 2014-2015. This is only slightly lower than 2013-2014.

Table 25: Public Service Commission investigations into appointment processes[a]

	Section 66 External appointments	Subsection 67(2) Internal appointments – delegation	Section 68 Political influence	Section 69 Fraud	Other sections or subsections of the PSEA[b]	Total
Number of active cases carried over from previous years	52	6	0	60	1	**119**
Number of requests received in 2014-2015	171	4	0	78	1	**254**
Total number of active cases in 2014-2015	223	10	0	138	2	**373**
Number of cases completed in 2014-2015	194	9	0	89	2	**294**
Number of cases closed at intake[c]	154	4	0	13	2	**173**
Number of cases discontinued	0	0	0	0	0	**0**
Number of cases resolved through Early Intervention[d]	2	0	N/A	N/A	0	**2**
Number of investigations unfounded	26	1	0	22	0	**49**
Number of investigations founded	12	4	0	54	0	**70**
Number of active cases remaining as of March 31, 2015	29	1	0	49	0	**79**

Source: Public Service Commission Investigations Management Information System

(a) It is possible for files to be opened under one section of the *Public Service Employment Act* (PSEA) but later be investigated under another.

(b) These other sections include section 17, subsections 67(1) and 15(3), internal appointments and cases that do not clearly fall into a specific category (other).

(c) Cases closed for reasons that include no mandate, no possibility of corrective action or other policy or regulatory considerations.

(d) Early Intervention is not offered other than for cases under sections 66, 67(1), or 67(2) of the PSEA.

Investigations under specific authorities

4.51 **Section 66: External appointment processes (merit, error, omission or improper conduct) –** The largest percentage of investigation files received were related to whether merit was met or whether errors, omission or improper conduct occurred in an external appointment process.

4.52 A total of 12 files resulted in founded investigations under section 66 in 2014-2015. There were also 26 files which resulted in unfounded investigations. Two section 66 cases were resolved during this period through Early Intervention, a voluntary and confidential process to resolve issues related to the appointment process that may be offered prior to the investigation phase (for investigations under section 66, subsections 67(1) or 67(2), as appropriate) where a PSC investigator acts as a facilitator to help the persons concerned reach a mutually satisfactory resolution.

4.53 Separate from Early Intervention, the PSC encourages dialogue between candidates and the departments and agencies conducting the appointment processes, where errors or omissions may have occurred, particularly where an appointment has not yet been made. In such cases, where the error or omission can be corrected, the PSC can work with the department or agency and the person who has concerns, to resolve issues and potentially prevent the need for an investigation.

4.54 **Subsection 67(2): Investigations on behalf of an organization** – Under this subsection of the PSEA, the PSC continues to offer its experience and expertise to departments and agencies by offering to conduct investigations on their behalf where the issues fall under the sub-delegated authority of the deputy head and where it is their responsibility to investigate before taking corrective action. In this fiscal year, five investigations were completed by the PSC on behalf of organizations; in four cases, the allegations were founded. Investigation reports and recommended corrective actions were provided to the deputy heads for further action.

Case summary 1 (conducted under subsection 67(2) of the *Public Service Employment Act*)

Improper conduct: Favouritism – Tailoring – Choice of process and official languages requirements – Inappropriate re-assessment

The Public Service Commission (PSC) found some irregularities while conducting an audit of a non-advertised internal appointment process. The resulting investigation was undertaken at the request of the deputy head under subsection 67(2) of the *Public Service Employment Act* (PSEA) to determine whether the hiring manager manipulated the appointment process to favour the employee for appointment.

The employee applied to an advertised internal process to staff positions at the AS-2 group and level and was placed in a pool of qualified candidates. The employee underwent a second language assessment for a process administered by another government organization and received a level A proficiency in the Test of Written Expression. Consequently, the employee no longer met the level B language requirements for the pool.

The hiring manager had informed the employee that their name would be removed from the pool and eventually reinstated once the employee achieved the required proficiency by undergoing language training.

The employee subsequently took the Test of Written Expression on several occasions. Eventually, the employee obtained level B and, on the same day, was appointed indeterminately from the pool on a *bilingual imperative* basis through a non-advertised appointment process. Two weeks before the appointment, a staffing request was prepared to appoint the employee on a bilingual *non-imperative* basis using a non-advertised appointment process.

The evidence showed that there was improper conduct on the part of the hiring manager by making the decision to maintain the employee's name in the pool of qualified candidates, knowing that the employee did not meet the official language requirements of the position; by allowing the employee to write the Test of Written Expression more than once in the context of the appointment process; and by eventually choosing a non-advertised appointment process and amending the language requirements to appoint the employee.

Although the deputy head has the authority to take corrective action in accordance with subsection 67(2) of the Act, the PSC recommended several corrective actions, including:

- Values and ethics training and staffing training for the hiring manager; and
- Suspension of the hiring manager's sub-delegated appointment and appointment-related authorities until they have completed the above-noted training.

4.55 **Section 68: Political influence** – This section of the PSEA provides the Commission with the authority to investigate allegations of political influence in appointment processes. These investigations are an important tool to help ensure that political impartiality is respected in the system. In 2014-2015, there were no allegations of political influence in appointment processes.

4.56 **Section 69: Fraud** – A total of 76 investigations were completed during this period, of which 54 (71%) were determined to be founded and 22 (29%) were determined to be unfounded. The overall number of fraud cases completed this fiscal year reflects an increase from last year. This may be attributed to outreach activities conducted by the PSC for departments and agencies on the grounds for investigations and general increased awareness. In addition, many of the investigations completed this fiscal year under section 69 are as a result of investigations that were requested and commenced in 2013-2014, where there was a return to higher levels of staffing activity following Spending Review 2012.

4.57 As in previous years, the types of fraud files investigated included instances where individuals cheated or copied responses during an assessment process or failed to disclose personal relationships within the context of an appointment process. In addition, candidates who provided false educational or professional credentials, or falsified or altered documentation such as language test results, continued to be of concern.

4.58 In 2014-2015, the number of allegations of fraud remained low (78) in the context of the over 83 000 staffing activities that took place within the federal public service. The Commission has the sole jurisdiction to investigate incidences of fraud in appointment processes. It is the expectation of the Commission that, should a department or agency have reason to believe that fraud may have occurred in an appointment process, they refer such matters to the PSC Investigations Branch, even in instances where the process did not result in an appointment. This allows the Commission to help ensure the overall integrity of the system.

Case summary 2 (under section 69 of the *Public Service Employment Act*)

Fraud: Cheating while completing a take-home exam; collaboration among six individuals to assist the employee

This investigation was conducted pursuant to section 69 of the *Public Service Employment Act*, to determine whether a public service employee who had surplus priority status cheated while completing the take-home written exam for a CR-4 position in an advertised external appointment process, as well as to determine whether nine of the employee's friends and acquaintances, also employed in the federal public service in either support, professional or managerial positions, helped the employee to cheat.

The employee was invited to write an electronic take-home exam for the appointment process. They completed the exam in their office using their office e-mail account, and certified in writing to having completed the exam without consulting or requesting assistance from others.

The organization suspected that the response to one of the questions was not the employee's own, when they noticed that different fonts and colours were used and that the answer seemingly contained personalized advice from one person to another with reference to the employee in the third person, regarding how to respond to the exam question.

The employee admitted during the course of the investigation to having consulted with others and received their assistance. The employee forwarded the exam to "the lead" who coordinated the responses with the other persons of the group and also answered certain exam questions. Certain e-mails retrieved also indicated that there were telephone communications between the lead and another person in the group about the exam as it was taking place.

The lead sent an e-mail to the candidate and to certain persons in the group to alert them of the incriminating response that was submitted for one of the questions, which associated them with the fraud.

The evidence showed that, shortly after the testing period, the employee attempted to retrieve the e-mail in which the exam responses were submitted, but was unsuccessful.

The evidence demonstrated, on the balance of probabilities, that the employee committed fraud within the meaning of section 69 of the Act by consulting with, and receiving assistance from other persons while writing the exam for an external appointment process, even though no assistance was allowed. The evidence also demonstrated that six of the nine persons committed fraud by assisting the employee during the written exam in the appointment process.

Lastly, the evidence demonstrated that the remaining three persons did not commit fraud.

After the investigation, the Commission ordered that the following corrective actions be taken with respect to the employee:

- The employee's candidacy must be eliminated from the appointment process;
- For a period of three years, the employee must notify and/or obtain written permission from the Commission before accepting any position in the federal public service;
- The employee must complete a course on values and ethics, at work in a supervised environment, followed by a discussion with their director general; and,
- The employee must not exercise any duties related to staffing in the federal public service for a period of one year.

Corrective action was also ordered on a case-by-case basis for the six persons who were also found to have committed fraud in relation to this investigation.

Case summary 3 (under section 69 of the *Public Service Employment Act*)

Fraud: False statements about work experience and educational credentials

This investigation was conducted under section 69 of the *Public Service Employment Act* to determine whether an employee committed fraud in five separate appointment processes, including one at the director level, by providing false information regarding work experiences, and by indicating in their application that they held positions requiring a licence to practice, had a professional designation, and held a Master's Certificate in a specific field in support of the professional designation, none of which were the case.

One of the board members for the director-level appointment process became concerned with the work experience and credential information that was provided on the employee's application and used on the employee's signature block and business cards. Concerns were also raised regarding discrepancies in the time periods and tasks performed for certain positions between different resumés submitted by the employee.

The investigation revealed, through interviews with previous employers, false information concerning several of the work experiences that the employee claimed to have acquired. The investigator also confirmed with the two provincial professional bodies that the employee had not achieved the relevant designation. Discussions with the professional institute also revealed that the employee had also not, in fact, earned a professional title.

The employee denied knowing that the professional designation was reserved for those who met the requirements for, and were members of, the relevant professional bodies.

The evidence demonstrated, on the balance of probabilities, that the employee committed fraud in all five appointment processes by providing false information concerning their credentials, and false information regarding their work experiences in three of the appointment processes.

The Commission ordered that the following corrective actions be taken with respect to the employee:

- Revocation of the employee's appointment;
- For a period of three years, the employee must notify/obtain written permission from the Commission before accepting any position in the federal public service; and
- A summary of the investigation must be sent to each of the professional accrediting bodies and to the professional institute.

4.59 **Corrective actions following founded investigations** – In cases of founded investigations conducted under the PSEA, the Commission may take any corrective action that it considers appropriate, up to revocation of the appointment. Corrective actions are determined on a case-by-case basis. Some examples of corrective actions taken since the PSEA was introduced include revocations of appointment, reassessment, mandatory training and removal of staffing sub-delegation, as well as the requirement for individuals to request the Commission's permission before accepting any position within the federal public service for a specified period.

4.60 In 2014-2015, corrective actions following founded investigations included the revocation of six appointments. In addition, some individuals were required to seek permission from the PSC prior to accepting any work within the federal public service for periods of one to three years; training was ordered for managers and staff, such as values and ethics training, followed by a discussion with their manager; and candidates were ordered to be re-assessed or removed from a process. In one case, a candidate was removed from the Federal Student Work Experience Program Inventory. In another case, it was ordered that a summary of the investigation be sent to professional associations.

4.61 Table 26 provides a breakdown of corrective actions ordered by the Commission during the last three years:

Table 26: Corrective actions ordered for founded investigations related to appointment processes, over the last three fiscal years[a]

Corrective action	2012-2013	2013-2014	2014-2015	Total
Revocation of appointment	9	5	6	**20**
Allow section 73 appointment[b]	1	2	0	**3**
Candidate removed from process	1	1	5	**7**
Reassessment	2	1	3	**6**
Exam results invalidated	1	0	0	**1**
Appointment delegation removed until training completed	0	0	2	**2**
Cannot exercise any duties related to staffing for 1 year	0	0	5	**5**
Cannot exercise any duties related to staffing for 2 years	0	0	1	**1**
Cannot exercise any duties related to staffing for 3 years	1	0	0	**1**
Cannot exercise any duties related to staffing for 5 years	1	0	0	**1**
Appointment and appointment-related authorities must not be subdelegated for 1 year	0	0	1	**1**
Appointment and appointment-related authorities must not be subdelegated for 2 years	0	1	1	**2**
Appointment and appointment-related authorities must not be subdelegated for 3 years	3	0	5	**8**
Appointment and appointment-related authorities must not be subdelegated for 5 years	1	0	0	**1**
1-year permission clause[c]	6	5	20	**31**
2-year permission clause[c]	0	0	7	**7**
3-year permission clause[c]	15	3	20	**38**
4-year permission clause[c]	1	0	0	**1**
Staffing training	8	4	10	**22**
Values and ethics training[d]	13	5	35	**53**
Workforce adjustment training	2	0	0	**2**
Investigation report and Record of Decision sent to the Royal Canadian Mounted Police pursuant to s.133 of PSEA	4	0	5	**9**
Investigation report and Record of Decision sent to deputy head	3	3	18	**24**
Cannot use Middle Manager Simulation Exercise 757	0	1	0	**1**
Removed from the Federal Student Work Experience Program	0	0	1	**1**
Summaries of investigation sent to professional organizations	0	0	3	**3**

Source: Public Service Commission Investigations Management Information System

(a) The number of corrective actions may not necessarily match the number of founded investigations as multiple corrective actions can be ordered for a single file or a file may not require corrective actions.

(b) Section 73 of the *Public Service Employment Act* allows for a person to be re-appointed to another position for which they meet the essential qualifications, following revocation of their appointment pursuant to an investigation conducted under sections 66 to 69.

(v) For a specified period, the requirement to obtain the Commission's written approval before accepting any position or work within the federal public service.

(vi) In 2014-2015, a new element was added to this corrective action that requires persons to have a discussion with a senior official following the values and ethics training to ensure that the training was understood.

4.62 **Disclosure of investigation summaries** – The PSC may use its authority under section 19 of the *Public Service Employment Regulations* and section 14 of the *Political Activities Regulations* to disclose personal information obtained in the course of an investigation, if it determines that the public interest in disclosure outweighs the privacy interests of the individual. The PSC posts anonymous and disclosure summaries of select investigations on the PSC Web site periodically throughout the year. While there are no specific timeframes for which an anonymous summary may be posted, disclosure summaries are posted for defined periods of time at the discretion of the Commission.

4.63 **External Review Panel** – As reported in 2013-2014, an external review panel on the PSC's investigations function observed that overall, the investigations function accomplishes its mandate effectively, is valued by organizations and is seen to reflect competence and diligence. A management response and action plan was developed to address the review panel recommendations, each varying in complexity and scope.

4.64 One of the recommendations was for the PSC to improve the ease of use and overall relevance of the Investigations Branch Web site. In consultation with the organizational liaisons for the Investigations Branch, the PSC has developed new Web content on the investigations function and is examining more effective ways of presenting the information on-line. It is anticipated that the enhancements, including revisions to the site design and more complete information on the investigations process, will improve transparency, facilitate organizations' work, and enhance individuals' understanding of the investigations conducted by the PSC. In addition, the panel recommended that the Web site include relevant working tools and guidance documents for persons affected by an investigation. The updates to the Web site have incorporated working tools using various media, as well as guidance material for such persons.

4.65 The PSC was asked by the external review panel to examine the full range of options for corrective actions at its disposal, taking into account the impact that such actions can have on the integrity of the system and on individuals. Accordingly, the PSC has completed a comprehensive review of past and current corrective actions and will hold consultations within the PSC and with organizations in 2015-2016.

4.66 In response to the recommendation that the PSC conduct investigations as expeditiously as possible, the Investigations Branch has committed to achieving a 10% reduction in time to complete an investigation. For example, fraud cases can be accelerated when the person admits to the fraudulent behaviour. The PSC has also delegated its authority to order corrective action in low-risk cases.

4.67 Another recommendation was that the PSC establish a structured training and development program for new Investigations employees and a professional development regime for existing staff. The PSC is providing customized training to investigators and other personnel to help them meet their responsibilities.

Key achievements following the external review panel

Additional key achievements following the review panel include the following:

- Reduced processing times in determining whether the PSC has jurisdiction to conduct an investigation;
- Adjustments to the tone of certain communications and introduction of plain language to better meet the needs of recipients;
- Development of process charts describing each phase of an investigation, to be shared on the PSC Web site; and
- Consolidated practices and procedures on the issuance of subpoenas and establishment of regular internal reporting on their use.

Looking to the future

4.68 In 2015-2016, the PSC will also focus on building relationships with organizations who have similar investigations mandates, to exchange best practices and expertise. This was a common element suggested in several of the recommendations from the review panel. Topics for discussion include quality assurance regimes, efficiency in procedures and practice, corrective action and training for investigators. In addition, the PSC will continue to examine and implement sound practices with respect to privacy and the disclosure of personal information in the context of an investigation. The PSC will also ensure that investigations activities and tools continue to be aligned with other PSC initiatives and activities.

APPENDICES

Appendix 1

Staffing Management Accountability Framework

Assessment objectives, scope and methodology

The Staffing Management Accountability Framework (SMAF) assessment has a number of mutually reinforcing objectives. These are as follows:

- Helping organizations to improve human resources (HR) processes and outcomes by measuring progress against the objectives in the SMAF and providing detailed feedback and guidance throughout the year;
- In combination with other Public Service Commission (PSC) oversight activities (e.g. audits and investigations), providing Parliament with an annual global assessment of the health of the public service staffing system; and
- Contributing to assessments conducted by the Treasury Board of Canada Secretariat (the Management Accountability Framework, or MAF).

In 2014-2015, the PSC performed 59 assessments of the staffing performance of 74 organizations.[21] The PSC's assessment of the performance of the public service staffing system is based on the results from 53 small, medium and large organizations.[22] Assessment results for organizations with less than 100 employees are not presented, as these organizations account for 0.5% of the public service population covered by Appointment Delegation and Accountability Instruments (ADAIs) and 0.5% of the staffing activity.

The PSC relies on two distinct sources of information to complete these assessments. Deputy heads submit a self-assessment in the format of a Departmental Staffing Assessment Report (DSAR) in which they report on their organization's performance and provide supporting documentation as evidence of progress that has been made in addressing specific areas identified by the PSC. In addition, the PSC generates and analyzes the information at its disposal, such as data on time to register and time to assess persons with a priority entitlement referred to vacant positions, and incorporates the results of PSC audits and investigations into its assessment of performance.

[21] In 2014-2015, 74 ADAIs were in place between the PSC and departments and agencies subject to the PSEA. Fifteen organizations were not assessed as they were under PSC audit, thus bringing the total number of departments and agencies assessed to 59.

[22] Of these 53 organizations, 21 were classified as "large" (over 2 000 employees) and represented 90% of the PSEA population. Of the remaining organizations, 16 were classified as "medium" (500 to 1 999 employees) and another 16 as "small" (100 to 499 employees).

Staffing Management Accountability Framework (SMAF)

Strategic outcome	**A non-partisan public service and a merit-based staffing system that reflects PSEA values and expectations and supports business needs**		
Desired outcome	**Deputy heads and organizations have a staffing management framework in place that ensures the effective sub-delegation of staffing authority, active monitoring of staffing decisions and potential staffing risks and that action is taken to continuously improve staffing management and performance**		
Elements	Staffing governance and infrastructure	Planning for staffing	Monitoring
Indicators	**1. Sub-delegation of staffing authority** › A sub-delegation instrument that documents terms and conditions exists and is accessible to all employees › Practices are in place to ensure that all sub-delegated managers are identified to human resources (HR) staff **2. Support to sub-delegated managers** › Sub-delegated managers have current knowledge and access to the information, tools and a human resources advisor in order to exercise sub-delegated authority › Staffing advisors have access to continuous learning and development	**3. Staffing plans and strategies** › The organization has established staffing plans and related strategies that are measurable, approved and communicated to employees › Staffing plans and related strategies are reviewed and renewed by the deputy head on an annual basis	**4. Staffing decisions** › The organization actively monitors staffing decisions to ensure they comply with the sub-delegation instrument, statutory requirements and PSC and organizational policies and reports the results to senior management **5. Key staffing risks** › The organization monitors potential staffing risks it has identified and reports the results to senior management › The organization monitors the following appointment processes and reports the results to senior management: › acting appointments over 12 months; › appointments of casual workers to term or indeterminate status through non-advertised processes; and, › appointments to the EX Group through non-advertised processes. › The organization monitors annually the accuracy and completeness of staffing files and reports the results to senior management

Staffing Management Accountability Framework (SMAF) *(cont'd)*

A non-partisan public service and a merit-based staffing system that reflects PSEA values and expectations and supports business needs

Deputy heads and organizations have a staffing management framework in place that ensures the effective sub-delegation of staffing authority, active monitoring of staffing decisions and potential staffing risks and that action is taken to continuously improve staffing management and performance

Monitoring *(cont'd)*	Ongoing improvement	Political activities
6. Achievement of staffing plans and related strategies ▸ The organization actively monitors and analyzes the results of its staffing plans and related strategies and any variance is reported to senior management **7. Priority entitlements** ▸ The organization monitors the respect of priority entitlements **8. Official languages qualifications in staffing** ▸ The organization monitors the use of the *Public Service Official Language Exclusion Approval Order* (PSOLEAO) and Regulations, and the use of the Second Language Evaluation (SLE) confirmation period as necessary **9. Investigations into staffing** ▸ The organization monitors the conduct of in-house investigations and the implementation of corrective actions further to in-house and PSC investigations **10. Results of survey data** ▸ The organization analyzes the results of staffing-related survey data	**11. Ongoing improvement** ▸ The organization improves its staffing management and performance by acting on the results of its internal monitoring, audits and investigations, and PSC audits, investigations and other feedback, and reports results to the deputy head	**12. Raising employee awareness of legal rights and responsibilities regarding political activities** ▸ Employees are aware of their legal rights and responsibilities as public servants regarding political activities

Appendix 2

Information about the statistical tables

More detailed Public Service Commission (PSC) Annual Report data are available at the PSC Web site.

Due to rounding, figures in this Annual Report may not add up to the totals.

Hiring and staffing activities

Hiring activities refers to indeterminate and term appointments to the public service, the hiring of casuals as per subsection 50(1) of the *Public Service Employment Act* (PSEA) and the hiring of students under the *Student Employment Programs Participants Exclusion Approval Order*. Indeterminate and term appointments to the public service include appointments from the general public, including former casuals, students and employees of government organizations that are not subject to the PSEA.

Staffing activities to and within the public service include appointments to the public service as well as promotions, lateral and downward movements and acting appointments of indeterminate and term employees. Deployments of employees within or between organizations that are subject to the PSEA are counted in lateral and downward movements.

Hiring and staffing activities data are derived from information received from the Treasury Board of Canada Secretariat (TBS) Incumbent File. This file is extracted from the Public Works and Government Services Canada (PWGSC) pay system. The PSC has developed a series of algorithms that are used to produce the PSC's official record of hiring and staffing activities across the federal public service, based on pay records submitted by organizations. Recruitment data for the Recruitment of Policy Leaders Initiative and the Post-secondary Recruitment Program (PSR) are based on individuals who have applied to these programs through the PSC's Public Service Resourcing System (PSRS) in the last two fiscal years, and where a match was found in the PSC hiring and staffing activities file covering the current fiscal year.

Population

Population data refers to the number of active employees in organizations under the exclusive appointment authority of the PSC (employees of organizations named in the *Financial Administration Act* — Schedule I, most of Schedule IV and some agencies in Schedule V). This differs from numbers reported by TBS that reflect employment in organizations under the *Public Service Staff Relations Act*. In addition, a number of separate agencies are subject to Part 7 of the PSEA, which administers the political activities of public servants. They are excluded from statistics presented in this Annual Report, except in Chapter 3 which is concerned with non-partisanship and political activities. The population count represents the number of active employees at a specific point in time.

Population data are derived from the TBS Incumbent File. This file is extracted from the PWGSC pay system.

Priority Administration

Priority Administration data refers to information on the number of priority entitlements registered with the PSC, the number of placements of persons with a priority entitlement and the number of removals for other reasons, by priority type.

This information is taken from the PSC's Priority Information Management System (PIMS). PIMS is the PSC's Web-based tool where organizations register their persons who have priority entitlement and that organizations must search while conducting an appointment process.

Applicant data

Applicant data refers to information on selected characteristics (e.g. geographical area and educational profile) for applicants to externally advertised processes, via the Post-Secondary Recruitment program, the Federal Student Work Experience Program and general external recruitment advertisements of departments and agencies.

This information is captured through the PSRS each time an application is submitted. Applicants may be represented more than once if they have submitted an application for more than one position.

Employment equity

Appointments to the public service

In 2012-2013, the PSC and the Office of the Chief Human Resources Officer worked together to address a long-standing issue of different methodologies used within the public service to report employment equity (EE) information to Parliament. To address this issue, a common methodology was developed which ensures consistent reporting of EE data across the federal public service. This methodology improves the quality and completeness of information on EE designated groups, in addition to improving efficiencies by which departments and agencies obtain and report on EE data. This methodology is consistent with the measure of EE designated group representation in the population used by TBS.

Student hiring

Student EE data for Aboriginal peoples, persons with disabilities and members of visible minorities are based on those who applied and self-declared through the PSRS in the last two fiscal years, and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year. Students hired in the Post-secondary Co-op/Internship Program are excluded. Data on women are derived from the TBS Incumbent File.

Table 27: Overall hiring and staffing activities to and within the public service, by type and tenure

April 1, 2014 to March 31, 2015

Tenure	Hiring activity to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate staffing activities	3 904	9.1	10 229	23.9	15 414	36.0	13 302	31.0	**42 849**	**100.0**
Term staffing activities	7 364	66.8	844	7.7	1 857	16.8	963	8.7	**11 028**	**100.0**
Subtotal	**11 268**	**20.9**	**11 073**	**20.6**	**17 271**	**32.1**	**14 265**	**26.5**	**53 877**	**100.0**
Casual (as per PSEA ss. 50(1))	18 609	100.0	0	0.0	0	0.0	0	0.0	**18 609**	**100.0**
Student (under *Employment Exclusion Approval Order*)[c]	11 146	100.0	0	0.0	0	0.0	0	0.0	**11 146**	**100.0**
Total	**41 023**	**49.1**	**11 073**	**13.2**	**17 271**	**20.7**	**14 265**	**17.1**	**83 632**	**100.0**

Source: Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments, and deployments.

(b) Excludes acting appointments of less than four months.

(c) The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

Table 28: Overall hiring and staffing activities to and within the public service, by tenure and previous employment status

April 1, 2014 to March 31, 2015

Previous employment status	Tenure after hiring and staffing activities								Total	
	Indeterminate		Term		Casual[a]		Student[a]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	36 690	85.6	132	1.2	0	0.0	0	0.0	**36 822**	**44.0**
Term	2 255	5.3	3 532	32.0	0	0.0	0	0.0	**5 787**	**6.9**
Casual	533	1.2	2 054	18.6	0	0.0	0	0.0	**2 587**	**3.1**
Other federal agencies	219	0.5	160	1.5	0	0.0	0	0.0	**379**	**0.5**
General public	3 092	7.2	5 036	45.7	18 609	100.0	11 146	100.0	**37 883**	**45.3**
Student[b]	60	0.1	114	1.0	0	0.0	0	0.0	**174**	**0.2**
Total	**42 849**	**100.0**	**11 028**	**100.0**	**18 609**	**100.0**	**11 146**	**100.0**	**83 632**	**100.0**

Source: Public Service Commission hiring and staffing activities files

(a) Appointments to casual and student positions are not considered to have a previous employment status and are reported under "General public."

(b) The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

Table 29: Staffing activities by type and occupational group

April 1, 2014 to March 31, 2015

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
AB – Indian Oil and Gas Canada	7	0.1	3	0.0	2	0.0	4	0.0	**16**	**0.0**
AC – Actuarial Science	1	0.0	2	0.0	1	0.0	0	0.0	**4**	**0.0**
AG – Agriculture	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**0.0**
AI – Air Traffic Control	1	0.0	0	0.0	0	0.0	0	0.0	**1**	**0.0**
AO – Aircraft Operations	48	0.4	24	0.2	37	0.2	8	0.1	**117**	**0.2**
AR – Architecture and Town Planning	11	0.1	10	0.1	9	0.1	12	0.1	**42**	**0.1**
AS – Administrative Services	1 350	12.0	1 997	18.0	3 122	18.1	3 579	25.1	**10 048**	**18.6**
AU – Auditing	10	0.1	8	0.1	10	0.1	12	0.1	**40**	**0.1**
BI – Biological Sciences	111	1.0	86	0.8	91	0.5	136	1.0	**424**	**0.8**
CH – Chemistry	16	0.1	30	0.3	32	0.2	32	0.2	**110**	**0.2**
CM – Communications	0	0.0	0	0.0	1	0.0	0	0.0	**1**	**0.0**
CO – Commerce	91	0.8	114	1.0	155	0.9	192	1.3	**552**	**1.0**
CR – Clerical and Regulatory	2 599	23.1	664	6.0	2 668	15.4	609	4.3	**6 540**	**12.1**
CS – Computer Systems Administration	323	2.9	528	4.8	982	5.7	805	5.6	**2 638**	**4.9**
CX – Correctional Services	435	3.9	201	1.8	332	1.9	399	2.8	**1 367**	**2.5**
DA – Data Processing	1	0.0	1	0.0	5	0.0	1	0.0	**8**	**0.0**
DD – Drafting and Illustration	5	0.0	2	0.0	2	0.0	0	0.0	**9**	**0.0**
DE – Dentistry	0	0.0	0	0.0	1	0.0	0	0.0	**1**	**0.0**
DS – Defence Scientific Service	8	0.1	46	0.4	19	0.1	0	0.0	**73**	**0.1**
EC – Economics and Social Science Services	717	6.4	1 352	12.2	1 377	8.0	1 097	7.7	**4 543**	**8.4**
ED – Education	33	0.3	21	0.2	41	0.2	16	0.1	**111**	**0.2**
EG – Engineering and Scientific Support	418	3.7	280	2.5	240	1.4	183	1.3	**1 121**	**2.1**

Table 29: Staffing activities by type and occupational group *(cont'd)*

April 1, 2014 to March 31, 2015

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
EL – Electronics	35	0.3	73	0.7	47	0.3	24	0.2	**179**	**0.3**
EN – Engineering and Land Survey	92	0.8	153	1.4	168	1.0	157	1.1	**570**	**1.1**
EU – Educational Support	3	0.0	0	0.0	3	0.0	0	0.0	**6**	**0.0**
EX – Executive	52	0.5	630	5.7	744	4.3	637	4.5	**2 063**	**3.8**
FB – Border Services	369	3.3	385	3.5	718	4.2	494	3.5	**1 966**	**3.6**
FI – Financial Administration	131	1.2	352	3.2	650	3.8	470	3.3	**1 603**	**3.0**
FO – Forestry	1	0.0	1	0.0	0	0.0	0	0.0	**2**	**0.0**
FR – Firefighters	40	0.4	19	0.2	7	0.0	16	0.1	**82**	**0.2**
FS – Foreign Services	99	0.9	72	0.7	93	0.5	191	1.3	**455**	**0.8**
GL – General Labour and Trades	329	2.9	111	1.0	179	1.0	115	0.8	**734**	**1.4**
GS – General Services	245	2.2	139	1.3	274	1.6	113	0.8	**771**	**1.4**
GT – General Technical	150	1.3	146	1.3	129	0.7	148	1.0	**573**	**1.1**
HP – Heating, Power and Stationary Plant Operation	31	0.3	26	0.2	9	0.1	15	0.1	**81**	**0.2**
HR – Historical Research	21	0.2	8	0.1	13	0.1	12	0.1	**54**	**0.1**
HS – Housekeeping, Dietary/Hospital, Patient and Health Services	98	0.9	3	0.0	12	0.1	0	0.0	**113**	**0.2**
IS – Information Services	124	1.1	258	2.3	334	1.9	389	2.7	**1 105**	**2.1**
LA – Law	1	0.0	0	0.0	2	0.0	2	0.0	**5**	**0.0**
LC – Law Management	3	0.0	17	0.2	24	0.1	13	0.1	**57**	**0.1**
LI – Lightkeepers	33	0.3	0	0.0	6	0.0	4	0.0	**43**	**0.1**
LP – Law Practitioner	102	0.9	179	1.6	235	1.4	97	0.7	**613**	**1.1**
LS – Library Science	13	0.1	5	0.0	20	0.1	19	0.1	**57**	**0.1**
MA – Mathematics	14	0.1	26	0.2	11	0.1	6	0.0	**57**	**0.1**
MD – Medicine	14	0.1	7	0.1	8	0.0	4	0.0	**33**	**0.1**
MT – Meteorology	24	0.2	37	0.3	30	0.2	47	0.3	**138**	**0.3**

Table 29: Staffing activities by type and occupational group *(cont'd)*

April 1, 2014 to March 31, 2015

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
NB – National Energy Board	47	0.4	75	0.7	40	0.2	31	0.2	**193**	**0.4**
ND – Nutrition and Dietetics	3	0.0	0	0.0	1	0.0	3	0.0	**7**	**0.0**
NU – Nursing	244	2.2	71	0.6	155	0.9	42	0.3	**512**	**1.0**
OE – Office Equipment	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**0.0**
OM – Organisation and Methods	0	0.0	3	0.0	2	0.0	9	0.1	**14**	**0.0**
OP – Occupational and Physical Therapy	4	0.0	4	0.0	2	0.0	1	0.0	**11**	**0.0**
PC – Physical Sciences	139	1.2	127	1.1	155	0.9	174	1.2	**595**	**1.1**
PE – Personnel Administration	90	0.8	402	3.6	506	2.9	410	2.9	**1 408**	**2.6**
PG – Purchasing and Supply	50	0.4	198	1.8	317	1.8	244	1.7	**809**	**1.5**
PH – Pharmacy	2	0.0	2	0.0	5	0.0	1	0.0	**10**	**0.0**
PI – Primary Products Inspection	19	0.2	3	0.0	10	0.1	2	0.0	**34**	**0.1**
PL – Management Trainee Program	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**0.0**
PM – Program Administration	1 318	11.7	1 280	11.6	2 151	12.5	2 488	17.4	**7 237**	**13.4**
PO – Police Operations Support[c]	125	1.1	14	0.1	6	0.0	1	0.0	**146**	**0.3**
PR – Printing Operations	0	0.0	1	0.0	2	0.0	1	0.0	**4**	**0.0**
PS – Psychology	19	0.2	16	0.1	23	0.1	18	0.1	**76**	**0.1**
PY – Photography	1	0.0	2	0.0	0	0.0	1	0.0	**4**	**0.0**
RE – Regulatory Enforcement Group	60	0.5	75	0.7	70	0.4	27	0.2	**232**	**0.4**
RO – Radio Operations	23	0.2	10	0.1	11	0.1	13	0.1	**57**	**0.1**
SC – Ships' Crew	390	3.5	68	0.6	301	1.7	69	0.5	**828**	**1.5**

Table 29: Staffing activities by type and occupational group *(cont'd)*

April 1, 2014 to March 31, 2015

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
SE – Scientific Research	27	0.2	91	0.8	24	0.1	25	0.2	**167**	**0.3**
SG – Scientific Regulation/Patent Examination	21	0.2	62	0.6	59	0.3	99	0.7	**241**	**0.4**
SO – Ships' Officers	117	1.0	127	1.1	105	0.6	183	1.3	**532**	**1.0**
SR – Ships' Repairs	24	0.2	194	1.8	21	0.1	33	0.2	**272**	**0.5**
ST – Secretarial, Stenographic, Typing	6	0.1	10	0.1	3	0.0	4	0.0	**23**	**0.0**
SW – Social Work	27	0.2	23	0.2	9	0.1	5	0.0	**64**	**0.1**
TI – Technical Inspection	165	1.5	111	1.0	124	0.7	50	0.4	**450**	**0.8**
TR – Translation	4	0.0	7	0.1	31	0.2	33	0.2	**75**	**0.1**
UT – University Teaching	69	0.6	3	0.0	4	0.0	0	0.0	**76**	**0.1**
VM – Veterinary Science	1	0.0	0	0.0	1	0.0	2	0.0	**4**	**0.0**
WP – Welfare Programs	64	0.6	78	0.7	290	1.7	238	1.7	**670**	**1.2**
Total	**11 268**	**100.0**	**11 073**	**100.0**	**17 271**	**100.0**	**14 265**	**100.0**	**53 877**	**100.0**

Source: Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments, and deployments.

(b) Excludes acting appointments of less than four months.

(c) The Police Operations Support (PO) group at the Royal Canadian Mounted Police was created in 2014-2015 through the transfer of individuals previously employed outside the PSEA.

Note: Includes indeterminate and term staffing activities but excludes casual and student hires.

Table 30: Staffing activities by type and geographic area

April 1, 2014 to March 31, 2015

Geographic area	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	1 151	10.2	754	6.8	1 377	8.0	1 184	8.3	**4 466**	**8.3**
Alberta	954	8.5	632	5.7	752	4.4	607	4.3	**2 945**	**5.5**
Saskatchewan	521	4.6	281	2.5	347	2.0	296	2.1	**1 445**	**2.7**
Manitoba	496	4.4	291	2.6	487	2.8	378	2.6	**1 652**	**3.1**
Ontario (except NCR)	1 433	12.7	980	8.9	1 616	9.4	1 443	10.1	**5 472**	**10.2**
National Capital Region (NCR)	3 901	34.6	5 958	53.8	9 303	53.9	7 187	50.4	**26 349**	**48.9**
Quebec (except NCR)	1 333	11.8	928	8.4	1 760	10.2	1 574	11.0	**5 595**	**10.4**
New Brunswick	593	5.3	485	4.4	594	3.4	542	3.8	**2 214**	**4.1**
Nova Scotia	508	4.5	393	3.5	493	2.9	440	3.1	**1 834**	**3.4**
Prince Edward Island	49	0.4	80	0.7	104	0.6	174	1.2	**407**	**0.8**
Newfoundland and Labrador	231	2.1	138	1.2	175	1.0	216	1.5	**760**	**1.4**
Yukon	17	0.2	27	0.2	31	0.2	20	0.1	**95**	**0.2**
Northwest Territories	32	0.3	38	0.3	38	0.2	21	0.1	**129**	**0.2**
Nunavut	28	0.2	17	0.2	28	0.2	14	0.1	**87**	**0.2**
Outside Canada	21	0.2	71	0.6	166	1.0	169	1.2	**427**	**0.8**
Total	**11 268**	**100.0**	**11 073**	**100.0**	**17 271**	**100.0**	**14 265**	**100.0**	**53 877**	**100.0**

Source: Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

Note: Includes indeterminate and term staffing activities but excludes casual and student hires.

Table 31: Staffing activities by type and first official language group

April 1, 2014 to March 31, 2015

First official language group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Anglophones	8 356	74.4	7 552	68.5	10 935	63.6	9 224	64.9	**36 067**	**67.2**
Francophones	2 871	25.6	3 467	31.5	6 261	36.4	4 996	35.1	**17 595**	**32.8**
Total[c]	**11 268**	**100.0**	**11 073**	**100.0**	**17 271**	**100.0**	**14 265**	**100.0**	**53 877**	**100.0**

Source: Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

(c) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for first official language groups are calculated using the known first official language values as the respective denominators.

Note: Includes indeterminate and term staffing activities but excludes casual and student hires.

Table 32: Staffing activities by type, first official language group and language requirements of position

April 1, 2014 to March 31, 2015

Language requirements of position	Appointments to the public service					Staffing activities within the public service[a]					Total				
	Anglophones		Francophones		Total[b]	Anglophones		Francophones		Total[b]	Anglophones		Francophones		Total[b]
	No.	%	No.	%	No.	No.	%	No.	%	No.	No.	%	No.	%	No.
Bilingual imperative	1 020	41.4	1 443	58.6	**2 469**	9 128	42.9	12 159	57.1	**21 323**	10 148	42.7	13 602	57.3	**23 792**
Bilingual non-imperative															
- Met[c]	12	80.0	3	20.0	**15**	215	62.1	131	37.9	**346**	227	62.9	134	37.1	**361**
- Must meet[d]	4	66.7	2	33.3	**6**	137	90.7	14	9.3	**151**	141	89.8	16	10.2	**157**
- Not required to meet[e]	0	0.0	0	0.0	**0**	65	74.7	22	25.3	**87**	65	74.7	22	25.3	**87**
English essential	6 120	97.0	188	3.0	**6 338**	16 940	96.5	618	3.5	**17 646**	23 060	96.6	806	3.4	**23 984**
French essential	6 114	3.0	772	97.0	**797**	39	2.7	1 400	97.3	**1 442**	63	2.8	2 172	97.2	**2 239**
English or French essential	7 946	70.9	458	29.1	**1 576**	1 157	75.4	377	24.6	**1 536**	2 272	73.1	835	26.9	**3 112**
Total[b]	**8 356**	**74.4**	**2 871**	**25.6**	**11 268**	**27 711**	**65.3**	**14 724**	**34.7**	**42 609**	**36 067**	**67.2**	**17 595**	**32.8**	**53 877**

Source: Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments. Excludes acting appointments of less than four months.

(b) Unknown values are not displayed in this table, but their values are included in the totals. The percentages for language component totals are calculated using the known first official language values as the respective denominators.

(c) The person appointed met the language requirements of the position at the time of appointment.

(d) The person appointed must attain, through language training, the language requirements of the position within two years of the date of the appointment, unless this period is extended for one or more additional periods — of not more than two years — in the circumstances prescribed in the *Public Service Official Languages Appointment Regulations*.

(e) The person appointed is exempt from meeting the language requirements of the position for the duration of the appointment on medical grounds or as a result of their eligibility for an immediate annuity, as specified in the *Public Service Official Languages Exclusion Approval Order*.

Note: Includes indeterminate and term staffing activities but excludes casual and student hires.

Table 33: Student hiring activities and appointments to the public service, by recruitment program and geographic area

April 1, 2014 to March 31, 2015

Geographic area	Student hiring activities[a]						Appointments to the public service						Total[d]	
	FSWEP*		RAP*		CO-OP*		PSR*[b]		RPL*		General recruitment[c]			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	274	4.2	9	2.0	396	9.5	14	2.6	0	0.0	1 137	10.6	**1 830**	**8.2**
Alberta	258	3.9	37	8.3	158	3.8	10	1.8	0	0.0	944	8.8	**1 407**	**6.3**
Saskatchewan	222	3.4	12	2.7	63	1.5	9	1.7	0	0.0	512	4.8	**818**	**3.6**
Manitoba	225	3.4	9	2.0	113	2.7	7	1.3	0	0.0	489	4.6	**843**	**3.8**
Ontario (except NCR)	912	13.9	76	17.1	591	14.2	51	9.4	0	0.0	1 382	12.9	**3 012**	**13.4**
National Capital Region (NCR)	3 171	48.5	166	37.3	2 384	57.3	346	64.0	12	100.0	3 543	33.1	**9 622**	**42.9**
Quebec (except NCR)	875	13.4	60	13.5	207	5.0	37	6.8	0	0.0	1 296	12.1	**2 475**	**11.0**
New Brunswick	263	4.0	22	4.9	40	1.0	57	10.5	0	0.0	536	5.0	**918**	**4.1**
Nova Scotia	159	2.4	12	2.7	111	2.7	5	0.9	0	0.0	503	4.7	**790**	**3.5**
Prince Edward Island	106	1.6	29	6.5	16	0.4	2	0.4	0	0.0	47	0.4	**200**	**0.9**
Newfoundland and Labrador	28	0.4	11	2.5	55	1.3	1	0.2	0	0.0	230	2.1	**325**	**1.4**
Yukon	1	0.0	0	0.0	11	0.3	0	0.0	0	0.0	17	0.2	**29**	**0.1**
Northwest Territories	3	0.0	0	0.0	9	0.2	1	0.2	0	0.0	31	0.3	**44**	**0.2**
Nunavut	3	0.0	2	0.4	3	0.1	1	0.2	0	0.0	27	0.3	**36**	**0.2**
Outside Canada	44	0.7	0	0.0	0	0.0	0	0.0	0	0.0	21	0.2	**65**	**0.3**
Total[d]	**6 544**	**100.0**	**445**	**100.0**	**4 157**	**100.0**	**541**	**100.0**	**12**	**100.0**	**10 715**	**100.0**	**22 414**	**100.0**

Source: Public Service Commission hiring and staffing activities files and Public Service Resourcing System

(a) The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-Secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

(b) The figures under Post-Secondary Recruitment Program include appointments of applicants from the current and previous years' campaigns, as not all appointments are completed within the same fiscal year. They include appointments under the Accelerated Economist Training Program, but exclude appointments of post-secondary graduates made directly by organizations.

(c) Includes appointments made through the student bridging mechanism.

(d) The total 22 414 plus 18 609 casuals equals the overall hiring activity to the public service of 41 023 persons as indicated in Table 27 in Appendix 2.

***Legend**

FSWEP Federal Student Work Experience Program
CO-OP Post-Secondary Co-op/Internship Program
RPL Recruitment of Policy Leaders Initiative
RAP Research Affiliate Program
PSR Post-Secondary Recruitment Program

Table 34: Staffing activities by type and organization

April 1, 2014 to March 31, 2015

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Aboriginal Affairs and Northern Development Canada[c]	170	14.3	225	18.9	457	38.4	339	28.5	**1 191**	**100.0**
Administrative Tribunals Support Service of Canada[d]	5	17.9	4	14.3	14	50.0	5	17.9	**28**	**100.0**
Agriculture and Agri-Food Canada	240	28.2	190	22.3	180	21.2	241	28.3	**851**	**100.0**
Atlantic Canada Opportunities Agency	47	29.4	25	15.6	31	19.4	57	35.6	**160**	**100.0**
Canada Border Services Agency	558	17.0	596	18.2	1 249	38.1	878	26.8	**3 281**	**100.0**
Canada Industrial Relations Board[d]	3	11.5	11	42.3	7	26.9	5	19.2	**26**	**100.0**
Canada School of Public Service	29	12.9	34	15.2	78	34.8	83	37.1	**224**	**100.0**
Canadian Artists and Producers Professional Relations Tribunal	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**100.0**
Canada Economic Development for Quebec Regions	13	14.3	19	20.9	30	33.0	29	31.9	**91**	**100.0**
Canadian Environmental Assessment Agency	14	14.4	19	19.6	35	36.1	29	29.9	**97**	**100.0**
Canadian Grain Commission	28	32.2	10	11.5	38	43.7	11	12.6	**87**	**100.0**
Canadian Heritage	86	16.2	73	13.7	180	33.9	192	36.2	**531**	**100.0**
Canadian Human Rights Commission	7	15.2	8	17.4	23	50.0	8	17.4	**46**	**100.0**
Canadian Intergovernmental Conference Secretariat	1	11.1	5	55.6	2	22.2	1	11.1	**9**	**100.0**
Canadian International Trade Tribunal[d]	3	12.0	8	32.0	10	40.0	4	16.0	**25**	**100.0**
Canadian Northern Economic Development Agency[c]	5	13.2	14	36.8	15	39.5	4	10.5	**38**	**100.0**
Canadian Radio-television and Telecommunications Commission	31	23.0	42	31.1	39	28.9	23	17.0	**135**	**100.0**
Canadian Space Agency	6	7.9	15	19.7	25	32.9	30	39.5	**76**	**100.0**

Table 34: Staffing activities by type and organization *(cont'd)*

April 1, 2014 to March 31, 2015

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Canadian Transportation Agency	5	8.2	19	31.1	19	31.1	18	29.5	**61**	**100.0**
Citizenship and Immigration Canada	764	28.8	434	16.4	659	24.9	793	29.9	**2 650**	**100.0**
Civilian Review and Complaints Commission for the RCMP	4	30.8	0	0.0	3	23.1	6	46.2	**13**	**100.0**
Copyright Board Canada	3	42.9	2	28.6	0	0.0	2	28.6	**7**	**100.0**
Correctional Investigator Canada (The)	2	66.7	1	33.3	0	0.0	0	0.0	**3**	**100.0**
Correctional Service Canada	845	21.7	572	14.7	1 235	31.7	1 248	32.0	**3 900**	**100.0**
Courts Administration Service	93	47.9	21	10.8	46	23.7	34	17.5	**194**	**100.0**
Employment and Social Development Canada	1 681	23.8	1 146	16.2	2 201	31.1	2 049	29.0	**7 077**	**100.0**
Environment Canada	334	19.8	463	27.4	464	27.5	428	25.3	**1 689**	**100.0**
Farm Products Council of Canada	0	0.0	3	27.3	8	72.7	0	0.0	**11**	**100.0**
Federal Economic Development Agency for Southern Ontario	3	3.5	20	23.5	30	35.3	32	37.6	**85**	**100.0**
Finance Canada (Department of)	52	16.9	106	34.4	97	31.5	53	17.2	**308**	**100.0**
Financial Consumer Agency of Canada	9	22.5	11	27.5	10	25.0	10	25.0	**40**	**100.0**
Fisheries and Oceans Canada	1 024	29.2	620	17.7	960	27.4	897	25.6	**3 501**	**100.0**
Foreign Affairs, Trade and Development Canada	212	11.5	314	17.1	730	39.7	585	31.8	**1 841**	**100.0**
Hazardous Materials Information Review Commission Canada	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**100.0**
Health Canada	418	17.3	509	21.1	674	27.9	812	33.7	**2 413**	**100.0**
Human Rights Tribunal of Canada[d]	0	0.0	2	50.0	1	25.0	1	25.0	**4**	**100.0**
Immigration and Refugee Board of Canada	45	13.4	26	7.7	146	43.5	119	35.4	**336**	**100.0**
Indian Oil and Gas Canada	7	43.8	3	18.8	2	12.5	4	25.0	**16**	**100.0**

Table 34: Staffing activities by type and organization *(cont'd)*

April 1, 2014 to March 31, 2015

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indian Residential Schools Truth and Reconciliation Commission	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**100.0**
Industry Canada	174	15.1	352	30.6	369	32.1	254	22.1	**1 149**	**100.0**
Infrastructure Canada	8	4.7	55	32.5	74	43.8	32	18.9	**169**	**100.0**
International Joint Commission	5	50.0	3	30.0	1	10.0	1	10.0	**10**	**100.0**
Justice Canada (Department of)	162	13.8	285	24.3	422	35.9	305	26.0	**1 174**	**100.0**
Library and Archives Canada	124	29.0	70	16.4	111	25.9	123	28.7	**428**	**100.0**
Military Grievances External Review Committee	5	29.4	6	35.3	5	29.4	1	5.9	**17**	**100.0**
Military Police Complaints Commission of Canada	2	16.7	7	58.3	3	25.0	0	0.0	**12**	**100.0**
National Defence (Public service employees)	844	20.8	1 052	26.0	1 185	29.2	972	24.0	**4 053**	**100.0**
National Energy Board	47	24.4	75	38.9	40	20.7	31	16.1	**193**	**100.0**
Natural Resources Canada	163	23.2	207	29.5	158	22.5	174	24.8	**702**	**100.0**
Office of the Chief Electoral Officer	204	51.9	60	15.3	74	18.8	55	14.0	**393**	**100.0**
Office of the Commissioner for Federal Judicial Affairs Canada	0	0.0	5	45.5	5	45.5	1	9.1	**11**	**100.0**
Office of the Commissioner of Lobbying of Canada	0	0.0	2	66.7	1	33.3	0	0.0	**3**	**100.0**
Office of the Commissioner of Official Languages	8	13.3	12	20.0	28	46.7	12	20.0	**60**	**100.0**
Office of the Secretary to the Governor General	7	13.5	15	28.8	19	36.5	11	21.2	**52**	**100.0**
Office of the Public Sector Integrity Commissioner of Canada	3	60.0	0	0.0	2	40.0	0	0.0	**5**	**100.0**

Table 34: Staffing activities by type and organization *(cont'd)*

April 1, 2014 to March 31, 2015

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Office of the Superintendent of Financial Institutions Canada	51	26.6	64	33.3	60	31.3	17	8.9	**192**	**100.0**
Offices of the Information and Privacy Commissioners of Canada	11	15.3	11	15.3	32	44.4	18	25.0	**72**	**100.0**
Parole Board of Canada	29	20.0	21	14.5	48	33.1	47	32.4	**145**	**100.0**
Patented Medicine Prices Review Board Canada	1	5.0	11	55.0	7	35.0	1	5.0	**20**	**100.0**
Privy Council Office	32	12.4	66	25.5	113	43.6	48	18.5	**259**	**100.0**
Public Health Agency of Canada	116	19.8	106	18.1	134	22.9	229	39.1	**585**	**100.0**
Public Prosecution Service of Canada	34	16.4	59	28.5	83	40.1	31	15.0	**207**	**100.0**
Public Safety Canada	35	12.1	59	20.4	132	45.7	63	21.8	**289**	**100.0**
Public Servants Disclosure Protection Tribunal Canada[d]	0	0.0	0	0.0	3	75.0	1	25.0	**4**	**100.0**
Public Service Commission of Canada	36	15.9	44	19.5	88	38.9	58	25.7	**226**	**100.0**
Public Service Labour Relations and Employment Board[d]	3	20.0	5	33.3	4	26.7	3	20.0	**15**	**100.0**
Public Works and Government Services Canada	637	18.3	609	17.5	1 316	37.9	911	26.2	**3 473**	**100.0**
RCMP External Review Committee	2	66.7	1	33.3	0	0.0	0	0.0	**3**	**100.0**
Royal Canadian Mounted Police (Public service employees)	592	23.8	589	23.6	855	34.3	455	18.3	**2 491**	**100.0**
Registrar of the Supreme Court of Canada	34	51.5	11	16.7	12	18.2	9	13.6	**66**	**100.0**
Registry of the Competition Tribunal[d]	2	100.0	0	0.0	0	0.0	0	0.0	**2**	**100.0**
Registry of the Specific Claims Tribunal[d]	1	20.0	2	40.0	2	40.0	0	0.0	**5**	**100.0**
Shared Services Canada	172	10.4	345	20.9	684	41.4	451	27.3	**1 652**	**100.0**

Table 34: Staffing activities by type and organization *(cont'd)*

April 1, 2014 to March 31, 2015

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Statistics Canada	250	20.5	483	39.6	299	24.5	189	15.5	**1 221**	**100.0**
Status of Women Canada	6	20.0	5	16.7	13	43.3	6	20.0	**30**	**100.0**
Transport Canada	407	21.9	480	25.8	664	35.7	309	16.6	**1 860**	**100.0**
Transportation Appeal Tribunal of Canada[d]	0	0.0	0	0.0	1	50.0	1	50.0	**2**	**100.0**
Transportation Safety Board of Canada	12	21.8	16	29.1	18	32.7	9	16.4	**55**	**100.0**
Treasury Board of Canada Secretariat	74	10.3	193	26.9	298	41.5	153	21.3	**718**	**100.0**
Veterans Affairs Canada	211	29.8	88	12.4	181	25.6	228	32.2	**708**	**100.0**
Veterans Review and Appeal Board	4	20.0	7	35.0	5	25.0	4	20.0	**20**	**100.0**
Western Economic Diversification Canada	13	16.0	22	27.2	24	29.6	22	27.2	**81**	**100.0**
Total	**11 268**	**20.9**	**11 073**	**20.6**	**17 271**	**32.1**	**14 265**	**26.5**	**53 877**	**100.0**

Source: Public Service Commission hiring and staffing activities files

(a) Lateral and downward movements include deployments. As the appointment process is not captured by the Public Works and Government Services Canada pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

(b) Excludes acting appointments of less than four months.

(c) Canadian Northern Economic Development Agency was created in 2014-2015 through the transfer of employees from Aboriginal Affairs and Northern Development Canada.

(d) Administrative Tribunals Support Service of Canada was created in 2014-2015 through the transfer of employees from eight *Public Service Employment Act* (PSEA) organizations (Canadian International Trade Tribunal, Canada Industrial Relations Board, Registry of the Specific Claims Tribunal of Canada, Public Servants Disclosure Protection Tribunal Canada, Human Rights Tribunal of Canada, Registry of the Competition Tribunal, Public Service Labour Relations and Employment Board, and Transportation Appeal Tribunal of Canada) and individuals from four non-PSEA organizations (Public Service Staffing Tribunal, Canada Agricultural Review Tribunal, Canadian Cultural Property Export Review Board, and Social Security Tribunal).

Notes: The difference between the number of active organizations identified in this table and the number of organizations who were under an Appointment Delegation and Accountability Instrument at the end of 2014-2015 (79) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada pay system. For these organizations, the Public Service Commission cannot show hiring and staffing activities.

Includes indeterminate and term staffing activities but excludes casual and student hires.

Table 35: *Public Service Employment Act* population changes by organization

March 2014 to March 2015

Organization	Indeterminate, term, casual and student population			
	March 2014	March 2015	Difference	% change over last year
	No.	No.		
Aboriginal Affairs and Northern Development Canada[a]	4 850	4 678	-172	-3.5
Administrative Tribunals Support Service of Canada[b]	0	312	312	–
Agriculture and Agri-Food Canada	5 287	5 193	-94	-1.8
Atlantic Canada Opportunities Agency	589	603	14	2.4
Canada Border Services Agency	14 094	14 111	17	0.1
Canada Industrial Relations Board[b]	78	0	-78	-100.0
Canada School of Public Service	624	645	21	3.4
Canada Economic Development for Quebec Regions	347	330	-17	-4.9
Canadian Environmental Assessment Agency	229	228	-1	-0.4
Canadian Grain Commission	410	405	-5	-1.2
Canadian Heritage	1 798	1 753	-45	-2.5
Canadian Human Rights Commission	198	203	5	2.5
Canadian Intergovernmental Conference Secretariat	23	22	-1	-4.3
Canadian International Trade Tribunal[b]	72	0	-72	-100.0
Canadian Northern Economic Development Agency[a]	0	74	74	–
Canadian Radio-television and Telecommunications Commission	428	455	27	6.3
Canadian Space Agency	619	599	-20	-3.2
Canadian Transportation Agency	214	236	22	10.3
Citizenship and Immigration Canada	5 906	6 364	458	7.8
Civilian Review and Complaints Commission for the RCMP	66	73	7	10.6
Copyright Board Canada	12	16	4	33.3
Correctional Investigator Canada (The)	39	34	-5	-12.8
Correctional Service Canada	18 258	17 637	-621	-3.4
Courts Administration Service	607	617	10	1.6
Employment and Social Development Canada	21 028	21 628	600	2.9
Environment Canada	6 541	6 592	51	0.8
Farm Products Council of Canada	16	18	2	12.5

Table 35: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2014 to March 2015

Organization	Indeterminate, term, casual and student population			
	March 2014	March 2015	Difference	% change over last year
	No.	No.		
Federal Economic Development Agency for Southern Ontario	223	217	-6	-2.7
Finance Canada (Department of)	748	740	-8	-1.1
Financial Consumer Agency of Canada	77	82	5	6.5
Fisheries and Oceans Canada	9 955	9 855	-100	-1.0
Foreign Affairs, Trade and Development Canada	6 006	5 953	-53	-0.9
Health Canada	9 339	9 077	-262	-2.8
Human Rights Tribunal of Canada[b]	18	0	-18	-100.0
Immigration and Refugee Board of Canada	894	881	-13	-1.5
Indian Oil and Gas Canada	85	80	-5	-5.9
Indian Residential Schools Truth and Reconciliation Commission	13	7	-6	-46.2
Industry Canada	4 706	4 737	31	0.7
Infrastructure Canada	287	353	66	23.0
International Joint Commission	30	30	0	-100.0
Justice Canada (Department of)	4 570	4 473	-97	-2.1
Library and Archives Canada	1 042	1 025	-17	-1.6
Military Grievances External Review Committee	35	40	5	14.3
Military Police Complaints Commission of Canada	13	21	8	61.5
National Defence (Public service employees)	23 138	22 603	-535	-2.3
National Energy Board	427	441	14	3.3
Natural Resources Canada	4 228	4 147	-81	-1.9
Office of the Chief Electoral Officer	519	629	110	21.2
Office of the Commissioner for Federal Judicial Affairs Canada	56	53	-3	-5.4
Office of the Commissioner of Lobbying of Canada	25	26	1	4.0
Office of the Commissioner of Official Languages	170	171	1	0.6
Office of the Secretary to the Governor General	148	149	1	0.7
Office of the Public Sector Integrity Commissioner of Canada	27	25	-2	-7.4

Table 35: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2014 to March 2015

Organization	Indeterminate, term, casual and student population			
	March 2014	March 2015	Difference	% change over last year
	No.	No.		
Office of the Superintendent of Financial Institutions Canada	683	699	16	**2.3**
Offices of the Information and Privacy Commissioners of Canada	258	279	21	**8.1**
Parole Board of Canada	420	427	7	**1.7**
Patented Medicine Prices Review Board Canada	55	60	5	**9.1**
Privy Council Office	740	716	-24	**-3.2**
Public Health Agency of Canada	2 173	2 183	10	**0.5**
Public Prosecution Service of Canada	968	967	-1	**-0.1**
Public Safety Canada	1 054	976	-78	**-7.4**
Public Servants Disclosure Protection Tribunal Canada[b]	9	0	-9	**-100.0**
Public Service Commission of Canada	735	737	2	**0.3**
Public Service Labour Relations and Employment Board[b]	81	0	-81	**-100.0**
Public Works and Government Services Canada	11 963	12 089	126	**1.1**
RCMP External Review Committee	4	5	1	**25.0**
Royal Canadian Mounted Police (Public service employees)	6 065	6 436	371	**6.1**
Registrar of the Supreme Court of Canada	218	211	-7	**-3.2**
Registry of the Competition Tribunal[b]	7	0	-7	**-100.0**
Registry of the Specific Claims Tribunal[b]	9	0	-9	**-100.0**
Shared Services Canada	5 393	5 235	-158	**-2.9**
Statistics Canada	4 805	4 888	83	**1.7**
Status of Women Canada	97	91	-6	**-6.2**
Transport Canada	4 769	5 203	434	**9.1**
Transportation Appeal Tribunal of Canada[b]	8	0	-8	**-100.0**
Transportation Safety Board of Canada	201	210	9	**4.5**
Treasury Board	1 774	1 757	-17	**-1.0**
Veterans Affairs Canada	3 086	3 068	-18	**-0.6**

Table 35: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2014 to March 2015

Organization	Indeterminate, term, casual and student population			
	March 2014	March 2015	Difference	% change over last year
	No.	No.		
Veterans Review and Appeal Board	77	78	1	1.3
Western Economic Diversification Canada	317	296	-21	-6.6
Total	**195 081**	**195 252**	**171**	**0.1**

Source: Public Service Commission population files

(a) Canadian Northern Economic Development Agency was created in 2014-2015 through the transfer of employees from Aboriginal Affairs and Northern Development Canada.

(b) Administrative Tribunals Support Service of Canada was created in 2014-2015 through the transfer of employees from eight *Public Service Employment Act* (PSEA) organizations (Canadian International Trade Tribunal, Canada Industrial Relations Board, Registry of the Specific Claims Tribunal of Canada, Public Servants Disclosure Protection Tribunal Canada, Human Rights Tribunal of Canada, Registry of the Competition Tribunal, Public Service Labour Relations and Employment Board, and Transportation Appeal Tribunal of Canada) and individuals from four non-PSEA organizations (Public Service Staffing Tribunal, Canada Agricultural Review Tribunal, Canadian Cultural Property Export Review Board, and Social Security Tribunal).

Notes: The difference between the number of active organizations identified in this table and the number of organizations who were under an Appointment Delegation and Accountability Instrument at the end of 2014-2015 (79) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada (PWGSC) pay system. For these organizations, the Public Service Commission cannot identify population.

The population counts are taken from the incumbent file. The incumbent file, which comes from the Treasury Board of Canada Secretariat, is an extract from the PWGSC pay system and may vary from counts maintained in organizational human resources systems.

Table 36: Applications and appointments for nationally advertised jobs by geographic area – Officer level

April 1, 2014 to March 31, 2015

Geographic area of work location	Advertisements[a]	Applications[b]		Appointments to the public service[c]	
	No.	No.	From other geographic areas of residence %	No.	From other geographic areas of residence %
British Columbia	637	29 434	53.9	344	20.6
Alberta	238	21 657	73.3	249	28.1
Saskatchewan	118	7 487	79.0	158	31.7
Manitoba	110	7 702	73.9	174	30.5
Ontario (except NCR)	336	29 446	36.2	596	17.1
National Capital Region (NCR)	405	41 360	49.6	2 070	26.1
Quebec (except NCR)	328	20 831	32.4	378	9.3
New Brunswick	147	12 798	62.1	292	22.6
Nova Scotia	155	15 281	71.5	149	35.6
Prince Edward Island	37	4 105	80.2	24	20.8
Newfoundland and Labrador	100	8 658	81.2	49	24.5
Yukon	19	2 191	93.2	10	100.0
Northwest Territories	35	2 935	94.6	18	66.7
Nunavut	32	1 728	91.8	19	68.4
Outside Canada	0	0	0.0	0	0.0
Total	**2 697**	**205 613**	**51.7**	**4 530**	**24.1**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

(a) Advertisements with more than one work location are counted as multiple advertisements (one for each work location), which may impact geographic distribution. Excludes advertisements containing more than one group/level.

(b) An application is counted multiple times when it is received for an advertisement containing multiple work locations.

(c) This information is derived by matching the home address of the applicants (from the PSRS) to the geographic job area of those applicants who were appointed to the public service in 2014-2015 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was able to match approximately 80% of the appointments with the PSRS. Excludes terms of less than six months, casual and student hiring, the Executive group and separate agencies.

Table 37: Applications and appointments for nationally advertised jobs by geographic area – Non-officer level

April 1, 2014 to March 31, 2015

Geographic area of work location	Advertisements[a]	Applications[b]		Appointments to the public service[c]	
	No.	No.	From other geographic areas of residence %	No.	From other geographic areas of residence %
British Columbia	293	6 629	36.1	302	14.2
Alberta	327	9 740	64.3	428	41.8
Saskatchewan	259	4 162	66.1	181	23.2
Manitoba	128	2 759	44.8	144	9.0
Ontario (except NCR)	306	4 878	24.5	348	4.3
National Capital Region (NCR)	81	12 037	39.6	498	19.9
Quebec (except NCR)	98	2 921	18.8	400	7.3
New Brunswick	33	1 922	37.1	187	8.0
Nova Scotia	45	2 638	56.0	146	11.0
Prince Edward Island	5	105	24.8	7	0.0
Newfoundland and Labrador	15	494	54.5	14	14.3
Yukon	14	169	69.0	3	0.0
Northwest Territories	36	323	82.4	10	20.0
Nunavut	35	213	89.5	3	33.3
Outside Canada	0	0	0.0	0	0.0
Total	**1 675**	**48 990**	**39.5**	**2 671**	**17.1**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

(a) Advertisements with more than one work location are counted as multiple advertisements (one for each work location), which may impact geographic distribution. Excludes advertisements containing more than one group/level.

(b) An application is counted multiple times when it is received for an advertisement containing multiple work locations.

(c) This information is derived by matching the home address of the applicants (from the PSRS) to the geographic job area of those applicants who were appointed to the public service in 2014-2015 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was able to match approximately 80% of the appointments with the PSRS. Excludes terms of less than six months, casual and student hiring, the Executive group and separate agencies.

Table 38: Executive indeterminate and term staffing activities under the *Public Service Employment Act*, by language requirements of position and fiscal year

Language requirements of position		Executive staffing activities			
		2013-2014		2014-2015	
		No.	%	No.	%
Bilingual positions	Imperative	1 290	83.3	1 786	86.6
	Non-imperative	77	5.0	75	3.6
	Subtotal	**1 367**	**88.3**	**1 861**	**90.2**
Unilingual positions	English essential	160	10.3	183	8.9
	French essential	2	0.1	3	0.1
	English or French essential	20	1.3	16	0.8
	Subtotal	**182**	**11.7**	**202**	**9.8**
Total		**1 549**	**100.0**	**2 063**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions, lateral and downward movements and acting appointments of at least four months. Percent distributions are based on cases where language requirements of the position are known, but totals also include staffing activities where language requirements of the position are not specified.

Table 39: Indeterminate appointments and staffing activities to Executive bilingual positions under the *Public Service Employment Act*, by language requirements of position and fiscal year

Language requirements of position		2010-2011		2011-2012		2012-2013		2013-2014		2014-2015	
		No.	%	No.	%	No.	%	No.	%	No.	%
Bilingual imperative		1 358	90.9	1 184	96.4	949	97.2	923	96.9	1 272	98.0
Bilingual non-imperative	Employee meets requirements upon appointment or is exempted from the requirements	130	8.7	38	3.1	25	2.6	25	2.6	24	1.8
	Employee does not meet requirements upon appointment	6	0.4	6	0.5	2	0.2	5	0.5	2	0.2
	Subtotal	**136**	**9.1**	**44**	**3.6**	**27**	**2.8**	**30**	**3.1**	**26**	**2.0**
Total		**1 494**	**100.0**	**1 228**	**100.0**	**976**	**100.0**	**953**	**100.0**	**1 298**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions and lateral and downward movements, but excludes acting appointments.

Table 40: Indeterminate and term staffing activities under the *Public Service Employment Act*, by language requirements of position, type of appointment and fiscal year

Language requirements of position		Appointments to the public service				Staffing activities within the public service			
		2013-2014		2014-2015		2013-2014		2014-2015	
		No.	%	No.	%	No.	%	No.	%
Bilingual positions	Imperative	1 933	23.2	2 469	22.0	17 090	46.5	21 323	50.1
	Non-imperative	14	0.2	21	0.2	580	1.6	584	1.4
	Subtotal	**1 947**	**23.3**	**2 490**	**22.2**	**17 670**	**48.1**	**21 907**	**51.5**
Unilingual positions	English essential	4 650	55.7	6 338	56.6	16 291	44.3	17 646	41.5
	French essential	585	7.0	797	7.1	1 516	4.1	1 442	3.4
	English or French essential	1 159	13.9	1 576	14.1	1 297	3.5	1 536	3.6
	Subtotal	**6 394**	**76.7**	**8 711**	**77.8**	**19 104**	**51.9**	**20 624**	**48.5**
Total		**8 395**	**100.0**	**11 268**	**100.0**	**36 850**	**100.0**	**42 609**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions, lateral and downward movements and acting appointments of at least four months. Percent distributions are based on cases where language requirements of the position are known, but totals also include staffing activities where language requirements of the position are not specified. Most employees appointed on a non-imperative basis met the linguistic requirements of the position.

Table 41: Indeterminate and term appointments to the public service under the *Public Service Employment Act*, by first official language group and fiscal year within and outside the National Capital Region

Region	First official language group	2010-2011		2011-2012		2012-2013		2013-2014		2014-2015	
		No.	%	No.	%	No.	%	No.	%	No.	%
Within the NCR	Anglophones	4 191	64.0	3 866	62.4	1 225	61.4	1 828	66.2	2 592	66.6
	Francophones	2 354	36.0	2 334	37.6	769	38.6	932	33.8	1 302	33.4
	Subtotal	**6 562**	**100.0**	**6 215**	**100.0**	**2 016**	**100.0**	**2 798**	**100.0**	**3 901**	**100.0**
Outside the NCR	Anglophones	6 900	74.2	5 309	75.0	3 587	77.3	4 306	77.5	5 764	78.6
	Francophones	2 400	25.8	1 771	25.0	1 052	22.7	1 248	22.5	1 569	21.4
	Subtotal	**9 426**	**100.0**	**7 239**	**100.0**	**4 767**	**100.0**	**5 597**	**100.0**	**7 367**	**100.0**
Total		**15 988**		**13 454**		**6 783**		**8 395**		**11 268**	

Source: Public Service Commission hiring and staffing activities files

Note: Percent distributions are based on cases where the first official language is known, but subtotals and totals also include staffing activities where the first official language group is not specified.

Table 42: Number of second language evaluation tests administered, by test and year, showing percentage change over the previous year

Assessment	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	Change (over last year)
Reading	28 333	23 250	18 560	20 507	23 306	13.6
Written expression	33 721	27 943	22 077	24 715	26 987	9.2
Oral proficiency	23 336	20 725	16 589	18 506	19 848	7.3
Total	**85 390**	**71 918**	**57 226**	**63 728**	**70 141**	**10.0**

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2015

Table 43a: Applicants by recruitment program and geographic area of residence

April 1, 2014 to March 31, 2015

Geographic area of residence	Student programs				Graduate recruitment programs			
	FSWEP*[a]		RAP*[b]		PSR*[c]		RPL*	
	No.	%	No.	%	No.	%	No.	%
British Columbia	2 465	6.2	67	6.0	1 147	6.9	118	6.2
Alberta	1 483	3.7	76	6.9	550	3.3	83	4.4
Saskatchewan	594	1.5	14	1.3	160	1.0	25	1.3
Manitoba	1 324	3.3	21	1.9	235	1.4	27	1.4
Ontario	20 768	52.0	510	46.0	7 891	47.7	1 023	53.7
Quebec	9 966	25.0	203	18.3	5 628	34.0	464	24.3
New Brunswick	1 257	3.1	40	3.6	178	1.1	29	1.5
Nova Scotia	989	2.5	67	6.0	228	1.4	46	2.4
Prince Edward Island	567	1.4	42	3.8	50	0.3	5	0.3
Newfoundland and Labrador	255	0.6	16	1.4	77	0.5	12	0.6
Yukon	9	0.0	2	0.2	6	0.0	0	0.0
Northwest Territories	25	0.1	0	0.0	7	0.0	1	0.1
Nunavut	5	0.0	0	0.0	2	0.0	0	0.0
Outside Canada	204	0.5	50	4.5	378	2.3	73	3.8
Total	**39 911**	**100.0**	**1 108**	**100.0**	**16 537**	**100.0**	**1 906**	**100.0**

Source: Public Service Resourcing System

(a) The figures under FSWEP include applicants from the 2013 and 2014 campaigns. A campaign cycle occurs annually from October to October. An applicant can apply only once per campaign, but may apply to both campaigns and therefore be counted more than once in any given fiscal year. The total equals the number of applications in 2014-2015 found in Table 12.

(b) The figures represent the number of unique applicants to RAP advertisements. Given applicants can apply to multiple RAP advertisements, this figure is smaller than the number of RAP applications in Table 12.

(c) These numbers exclude cancelled advertisements.

***Legend**
FSWEP Federal Student Work Experience Program
PSR Post-Secondary Recruitment Program
RAP Research Affiliate Program
RPL Recruitment of Policy Leaders Initiative

Table 43b: Applicants by recruitment program and geographic area of residence for Ontario, National Capital Region and Quebec

April 1, 2014 to March 31, 2015

Geographic area of residence	Student programs				Graduate recruitment programs			
	FSWEP*[a]		RAP*		PSR*[b]		RPL*	
	No.	%	No.	%	No.	%	No.	%
Ontario (except NCR)	9 137	22.9	293	26.4	4 108	24.8	654	34.3
National Capital Region (NCR)	13 925	34.9	260	23.5	4 888	29.6	435	22.8
Quebec (except NCR)	7 672	19.2	160	14.4	4 523	27.4	398	20.9

Source: Public Service Resourcing System

(a) The figures under FSWEP include applicants from the 2013 and 2014 campaigns. A campaign cycle occurs annually from October to October. An applicant can apply only once per campaign, but may apply to both campaigns and therefore be counted more than once in any given fiscal year.

(b) These numbers exclude cancelled advertisements.

***Legend**
FSWEP Federal Student Work Experience Program
PSR Post-Secondary Recruitment Program
RAP Research Affiliate Program
RPL Recruitment of Policy Leaders Initiative

Table 44: Applicants to external advertisements compared to the Canadian labour force

April 1, 2014 to March 31, 2015

Geographic area of residence	Applicants to external advertisements %	Canadian labour force %
British Columbia	10.3	12.6
Alberta	6.7	12.6
Saskatchewan	2.5	3.1
Manitoba	3.4	3.5
Ontario	41.5	38.4
Quebec	24.5	23.0
New Brunswick	4.0	2.0
Nova Scotia	3.6	2.6
Prince Edward Island	0.9	0.4
Newfoundland and Labrador	1.1	1.4
Yukon	0.1	0.1
Northwest Territories	0.2	0.1
Nunavut	0.1	0.1
Outside Canada	1.2	N/A
Total	**100.0**	**100.0**

Source: Public Service Resourcing System and Statistics Canada March 2015 Labour Force Survey

Table 45: Priority administration (public service total)

Number of priority entitlements registered and number of placements and other removals, by priority type

April 1, 2014 to March 31, 2015

Priority type	Carry-over[a]	New cases	Total (carry-over + new cases)	Appointed	Resigned and/or retired	Expired	Other removal[b]	Total outflows	Active at end of period
Leave of absence (sec. 41)	548	298	846	143	52	85	37	317	529
Layoff (sec. 41)	313	452	765	105	7	232	36	380	385
Total – Statutory priorities	**861**	**750**	**1611**	**248**	**59**	**317**	**73**	**697**	**914**
Surplus (sec. 5)[c]	411	345	756	218	31	1	244	494	262
Disabled employee (sec. 7)	51	33	84	12	4	13	12	41	43
Medically released CAF/RCMP (sec. 8)	131	193	324	77	0	39	1	117	207
Relocation of spouse (sec. 9)	479	324	803	111	17	69	139	336	467
Reinstatement to higher level (sec. 10)	347	203	550	37	4	338	3	382	168
Surviving spouse or common-law partner (sec. 8.1)	11	1	12	0	0	9	0	9	3
Total – Regulatory priorities	**1430**	**1099**	**2529**	**455**	**56**	**469**	**399**	**1379**	**1150**
Grand total	**2291**	**1849**	**4140**	**703**	**115**	**786**	**472**	**2076**	**2064**

(a) The number of carry-over from March 31, 2014 differs from the number of active cases at March 31, 2014 published in last year's Annual Report due to priority registrations received late in March 2014 and activated after the start of the new fiscal year. The validation of data to the Priority Information Management System may also be a factor.

(b) Priority type changes are included in "Other removal."

(c) Although the priority entitlement for surplus employees is established in the *Public Service Employment Regulations*, s. 40 of the *Public Service Employment Act* provides deputy heads with the authority to place their own organization's surplus employees before considering other priority persons. Surplus employees within their home organizations accounted for 156 of the 218 appointments in 2014-2015.

Note: See "Priority Administration" under Appendix 2 – Statistical Tables notes

Appendix 3

Public Service Commission study updates

Study on Acting Appointments and Subsequent Promotions in the Federal Public Service **(Update)** – This study examined whether employees in lengthy acting appointments gain an advantage in obtaining a subsequent promotion. In 2013-2014, the subsequent promotion rate following an acting appointment was 26.8%, above the level in 2012-2013 (22.9%). The duration of acting appointments ending with and without promotion was shorter than in the previous fiscal year, 16.9 months and 13.7 months respectively. The duration of the acting appointment does not affect the likelihood of being subsequently promoted. (See Table 46 for more information.)

Table 46: Acting appointments and subsequent promotions by fiscal year

Fiscal year[a]	Subsequent promotion rate[b] %	Average duration (months)	
		Promoted	Not promoted
2002-2004	41.3	15.0	13.0
Updates			
2004-2007	41.2	15.5	13.4
2007-2009	33.5	13.5	12.5
2009-2010	31.0	12.8	13.8
2010-2011	28.3	14.4	13.0
2011-2012	22.6	15.0	13.6
2012-2013	22.9	18.0	14.7
2013-2014	26.8	16.9	13.7

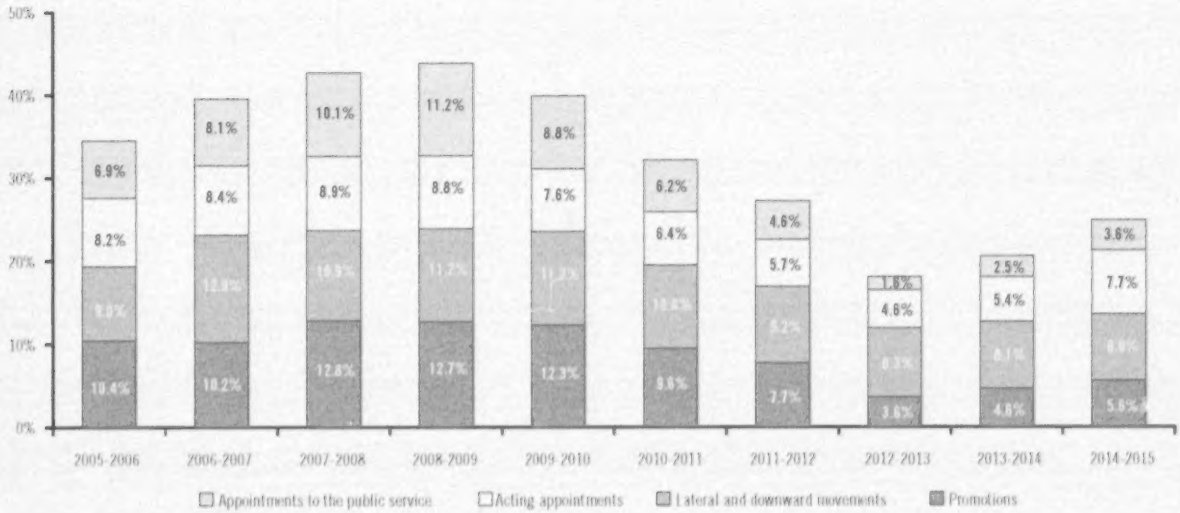
Source: Public Service Commission Job-based Analytical Information System

(a) Fiscal year in this table refers to the fiscal year in which the acting appointment ended.

(b) Subsequent promotions include any promotion that occurred within the 12 months following the end of an individual's acting appointment.

***Study on Mobility of Public Servants* (Update)** – This study examined trends in mobility and changes in its components. Indeterminate mobility rates have increased for the second consecutive year, increasing to 24.9% in 2014-2015 from 20.6% in 2013-2014. Three of the four appointment types increased compared to last year's levels: appointments to the public service increased to 3.6%, acting appointments to 7.7%, and promotions to 5.6%. Lateral and downward mobility was the only type of appointment to decrease, dropping from 8.1% in 2013-2014 to 8.0% in 2014-2015. For more information, see Figure 10.

Figure 10: Indeterminate mobility rates in the public service by appointment type and fiscal year

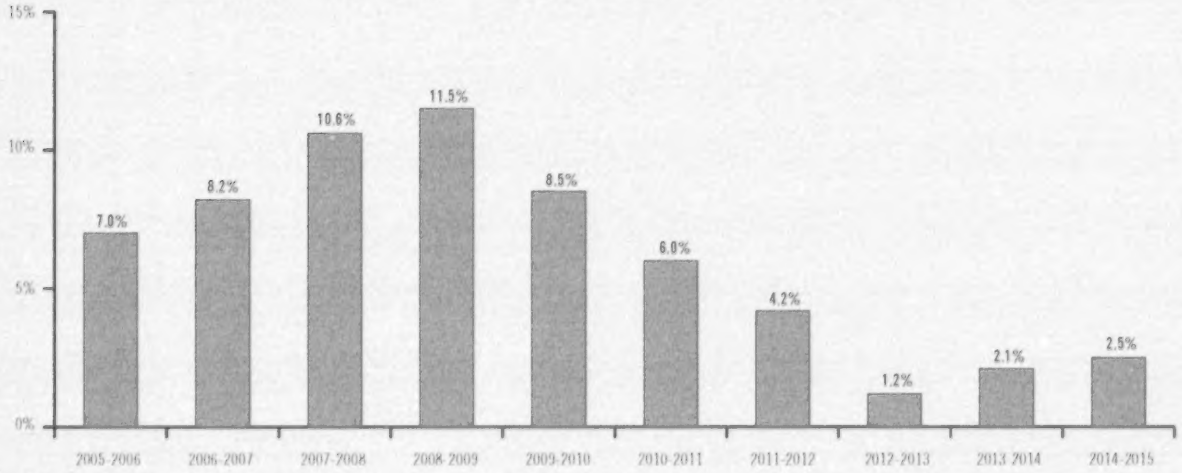


Source: Public Service Commission hiring and staffing activities files

***New Indeterminate Hires and their Previous Public Service Experience* (Update)** – The Public Service Commission has conducted a number of statistical studies analyzing trends in new indeterminate hires, especially their previous public service work experience, including *New indeterminate employees: Who are they?* (2007); *To what extent do casuals become employed under the Public Service Employment Act?* (2007); and *Appointment under the Public Service Employment Act following participation in federal student employment programs* (2008).

Figure 11 shows trends in new indeterminate hires as a percentage of the indeterminate workforce at the beginning of each fiscal year. New indeterminate hiring was as high as 10% of the indeterminate workforce in the beginning of the 2000s. The trend had slowed to 5.8% in 2004-2005 and gradually increased to its peak of 11.5% in 2008-2009. In 2014-2015, the share of new indeterminate hires grew for the second consecutive year to 2.5% of the total indeterminate workforce, from 2.1% in 2013-2014.

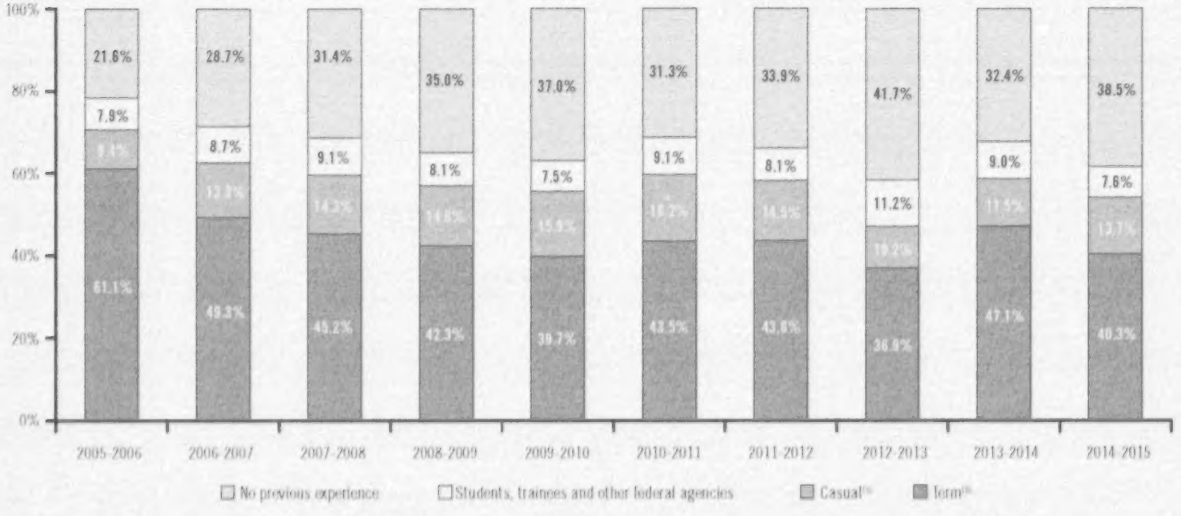
Figure 11: New indeterminate hires as percentage of indeterminate workforce by fiscal year



Source: Public Service Commission Job-based Analytical Information System

Figure 12 displays the previous work experience of new indeterminate hires.[23] In 2014-2015, those with no previous experience increased to 38.5% from 32.4% in 2013-2014. In 2014-2015, the proportion of new indeterminate hires with term experience decreased to 40.3% from 47.1%, though it remained the main source of new indeterminate hiring consistent with most previous fiscal years. New indeterminate hires having only casual experience grew from 11.5% in 2013-2014 to 13.7% in 2014-2015, above the average of 13.2% over the last five years.

Figure 12: New indeterminate hires by previous public service experience and fiscal year



Source: Public Service Commission Job-based Analytical Information System

(a) Casual may include previous experience as a student, trainee or in other federal organizations.

(b) Term may include previous experience such as a casual, student, trainee or in other federal organizations.

[23] New indeterminate hires have had their careers tracked back and have been grouped by their previous work experience, including those with experience as casual only, term with or without a casual spell, students, trainees, those employed in non-*Public Service Employment Act* organizations and those with no public service experience at all.

Appendix 4

Audit engagement and work plan

The Public Service Commission (PSC)'s authority to conduct audits is defined in the *Public Service Employment Act* (PSEA). This authority includes all organizations that are subject to the PSC's Appointment Delegation and Accountability Instrument with the PSC and therefore are covered under the PSEA.

This audit engagement and work plan reflects the continued evolution of the PSC's approach to oversight as the staffing system and capacity within delegated organizations matures and the renewal of the PSC's policy and the delegation frameworks. An updated plan will be published in 2016-2017.

All engagements and reporting periods are subject to change.

Under way or planned for 2015-2016	
Organizational audits	Size of organization
Canadian Northern Economic Development Agency	Micro
Courts Administration Service	Medium
Horizontal audits	
Government-wide compliance audit[a]	
Assessments[b]	Size of organization
Indian Oil and Gas	Micro
Military Police Complaints Commission of Canada	Micro
Office of the Public Sector Integrity Commissioner	Micro
Royal Canadian Mounted Police External Review Committee	Micro
Canadian Human Rights Commission	Small
Office of the Privacy Commissioner	Small
Canada School of Public Service	Medium
Office of the Chief Electoral Officer	Small
Privy Council Office	Medium
Canada Border Services Agency	Large
Environment Canada[c]	Large
Correctional Service Canada	Large
Shared Services Canada	Large

Note: Large organizations have 2 000 or more employees, medium organizations have between 500 and 1 999 employees, small organizations have between 100 and 499 employees and micro organizations have 99 or fewer employees.

[a] The development and testing of methodology will take place in 2015-2016. Two organizations, the Public Health Agency of Canada and the Administrative Tribunal Support Services of Canada, which have not been audited may be included.

[b] Assessments will be designed to assist organizations in making the transition to the new PSC policy and delegation frameworks. Medium and large organizations will be able to conduct a self-assessment, or may ask the PSC to complete an assessment on their behalf. The PSC will conduct the assessment for small and micro organizations.

[c] To be conducted jointly.

Appendix 5

Exclusion Approval Orders and Regulations

There are several provisions in the *Public Service Employment Act* (PSEA) that provide authority for the Commission to either make or recommend the making of orders and regulations:

- Section 22 provides the Commission with the direct authority to make regulations to give effect to the provisions of the PSEA relating to matters under its jurisdiction;
- Section 20 provides the Commission with the authority to exclude any position, or a person or class of positions or persons from any or all of the provisions of the PSEA, subject to the approval of the Governor in Council (these are referred to as exclusion approval orders);
- Section 21 provides that, on the recommendation of the Commission, the Governor in Council may make regulations related to how excluded positions, persons or classes thereof are to be dealt with;
- Subsection 35(4) provides that, on the recommendation of the Commission, the Governor in Council may designate portions of the federal public administration for purposes of eligibility in internal appointment processes; and
- Subsection 113(2) provides that, on the recommendation of the Commission, the Governor in Council may make regulations specifying political activities that are deemed to impair the abilities of employees to perform their duties in a politically impartial manner.

In 2014-2015, the Public Service Commission (PSC) continued its work on the following statutory instruments:

- ***Regulations Amending the Public Service Employment Regulations (sections 8 and 8.1)*** – On March 31, 2015, Bill C-27, the *Veterans Hiring Act*, received Royal Assent. This Act came into force on July 1, 2015, and amended the PSEA by adding a new section (39.1), which grants Canadian Armed Forces (CAF) members released for medical reasons attributable to service a statutory priority entitlement for appointment to a position in the public service. The conditions of the new entitlement, including the classes of CAF members, are prescribed by the PSC in these regulations.

  The current regulatory priority entitlement granted to CAF members released for medical reasons was amended so that it will be granted only to CAF members released for medical reasons that are not attributable to service, with the priority entitlement period increased from the current two years to five years.

- ***Locally Engaged Staff Exclusion Approval Order and Regulations*** – The PSC is continuing work on updating this Order and these Regulations. The existing Order came into force in 1967 and applies to persons who are recruited locally outside Canada. While the existing Order excludes locally engaged staff from the entire PSEA, the proposed Order may exclude them from only certain provisions of the Act. They are being developed in consultation with the Department of National Defence and the Department of Foreign Affairs, Trade and Development.

- ***Royal Canadian Mounted Police Casual Employment Regulations*** – Bill C-42, *Enhancing the Royal Canadian Mounted Police Accountability Act*, was passed in June 2013. It amended the PSEA by adding a provision for casual workers to be appointed at the Royal Canadian Mounted Police for more than 90 working days in one calendar year. The PSC made the *Royal Canadian Mounted Police Casual Employment Regulations* and they came into force in November 2014.
- ***Designation of Certain Portions of the Public Service Order*** – The PSEA provides that persons not otherwise employed in the public service, but who are employed in any portion of the federal public administration designated by the Governor in Council, may participate in advertised internal appointment processes open to "persons employed in the public service." This Order came into force in 1967 and includes a schedule listing several organizations whose employees are eligible to participate in internal appointment processes. Currently, the Government of Nunavut is not included on the Schedule, as the Order has not been amended since Nunavut was created in 1999. At the request of the Government of Nunavut, work is being undertaken to add it to the Schedule.
- ***Regulations Amending the Public Service Employment Regulations*** – The PSC continued to work on a comprehensive review of the provisions of the PSER.

Appendix 6

Priority types

There are eleven priority types,[24] four of which are statutory and have precedence over other entitlements. The statutory entitlements are, in order:

1. Canadian Armed Forces (CAF) members who have been released for medical reasons attributable to service (in effect July 1, 2015);
2. An organization's own surplus employees;
3. Employees returning from a leave of absence whose positions have been staffed indeterminately, or the employees who replaced them, if they are displaced when the employee returns from leave; and
4. Persons who have been laid off.

The seven regulatory priority entitlements found in the *Public Service Employment Regulations* follow the statutory priority types in order of precedence, but do not otherwise have an order:

- Surplus employees from other departments and agencies;
- Employees who have become disabled;
- Certain Royal Canadian Mounted Police (RCMP) members who have been discharged for medical reasons;
- Certain CAF members who have been released for medical reasons not attributable to service (in effect July 1, 2015);
- Employees who are on a leave of absence as a result of the relocation of their spouse or common-law partner, and whose positions have not been staffed indeterminately;
- Certain persons with a priority entitlement who were appointed or deployed to a lower-level position and are entitled to be reinstated to their former level; and
- Surviving spouses or common-law partners of employees or members of the CAF or RCMP whose death is attributable to the performance of duties.

[24] The *Veteran's Hiring Act* establishes a statutory priority entitlement for Canadian Armed Forces (CAF) members released for medical reasons attributable to service in the CAF and provides for a regulatory priority entitlement for CAF members whose medical release was not attributable to service. The *Act* received Royal Assent on March 31, 2015 and came into effect July 1, 2015. The priority entitlement for RCMP members released for medical reasons remains unchanged.